

# **TANZANIA EXPERIENCE ON THE IMPLEMENTATION OF DAKAR AGREEMENT ON EDUCATION FOR ALL**

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## **ABSTRACT**

This study explores the challenges of the implementation of Education for All (EFA) goals in Tanzania. The main objectives of the study have been to identify educational reforms which have been undertaken in Tanzania following the Dakar-Agreement, and to examine success and major challenges facing the EFA implementation in Tanzania.

The study has mainly adopted a qualitative research methodology. The data used in this study, have been collected from interviews, direct observations and documentary reviews techniques. On the interviews the main informants were teachers and pupils at the primary schools. In addition to the teachers and pupils, one official from the Ministry of Education and Vocational Training was also interviewed; the coordinator of the Primary Education Development Plan (PEDP). Apart from that, one official from Tanzania Institute of Education was also interviewed. Similarly, two lecturers from the University of Dar es Salaam, Faculty of Education were also interviewed. The field work also involved school visits in order to observe the school reality directly. And finally, on documentary analysis, the documents examined were the National Strategy for Growth and Reduction of Poverty (NSGRP), the Development Vision 2025, Education and Training Policy (ETP), Education sector Development Program (ESDP) and the Primary Education Development Plan (PEDP).

In brief, this study has revealed that, following the Dakar Agreement, a number of educational reforms have been undertaken in Tanzania aiming at ensuring access, equity as well as improving education quality. Moreover, these reforms are increasing effort to strengthen partnerships in development and promote harmonization in the process of education delivery. More importantly, the study has revealed that considerable success has been achieved by the government of Tanzania toward the implementation of EFA goals. The success are more seen at the primary education level where a sub-sector program, called Primary Education Development Plan (PEDP) was developed.

PEDP is one of the first outcomes of education sector development towards implementing Dakar Agreement. PEDP was initiated by the government in 2001 to provide free and quality primary education. With the abolishment of school fees the enrolment the gross enrolment ratio (GER) has increased from 84 in 2001 percent to 109.9 percent in 2005, and net enrolment ratio (NER) reached 95 percent in 2005 (URT,2005b). In addition to this the government has made great effort to recruit more teachers to accommodate enrolment increases. It has been also observed that, with the initiation of PEDP, new classes were built and old schools were rehabilitated in order to cope with increasing number of pupils. Moreover, the introduction of Capitation grant to the schools has motivated the community to participate on the development of the school. For instance construction of classrooms, teachers' houses and procure of textbooks and other teaching and learning materials.

Despite the successes mentioned above, the study also revealed some challenges which still face the government in its effort to implement EFA. Firstly, limited resources both human and financial might obstruct the government to achieve the committed goals.

Secondly, teachers have no say in planning, running and monitoring. They are just kept informed of education improvement and are expected to accept decisions that have already been prepared.

Thirdly, the current reform has not addressed the question of the content of primary schooling and how it should link to life after school. In this case it can be said that, individual and societal development might be difficulty to be realized as majority of pupils are denied to knowledge and skills which would be useful in their future lives.

Lastly, the study concludes by recommending the government that, in order to improve quantitatively and qualitatively the primary education, there should be willingness and commitment through locally developed initiatives and external partnerships which are relevant to Tanzanian context.

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## ABBREVIATIONS AND ACRONYMS

BEMP	Basic Education Master Plan
COBET	Complimentary Basic Education in Tanzania
DEO	District Education Officer
EFA	Education for All
ESDP	Education Sector Development Programme
ESR	Education for Self-Reliance
ETP	Education and Training Policy
HIPC	Highly Indebted Poor Countries
IMF	International Monetary Fund
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
MDGs	Millennium Development Goals
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
MoETV	Ministry of Education Vocational and Training
NSGRP	National Strategy for Growth and Reduction of Poverty
PEDP	Primary Education Development Plan
PRSP	Poverty Reduction Strategy Paper
PSRP	Public Service Reform Program
PO-RALG	President's Office Regional Administration and Local Government
PSLC	Primary School Leaving Certificate
PSLE	Primary School Leaving Examination
RAS	Regional Administrative Secretary
REO	Regional Education Officer
SAP	Structural Adjustments Programmes
SAPRIN	Structural Adjustment Participatory Review International Network
SEDP	Secondary Education Development Plan
SEMP	Secondary Education Master Plan
TEMP	Teacher Education Master Plan

# CHAPTER ONE

## ***1.1 Introduction***

In the last three decades, Education for All (EFA) has been the focus of education development in most developing countries. In many respects, this focus has been the outcome of two International conferences in Education namely: the 1990 Jomtien Conference on Education for All in Thailand, and the 2000 Dakar Declaration on Education for All in Senegal which was a follow-up Conference of Jomtien in 1990. In a nutshell, these two International Conferences were mainly geared toward assessing the poor condition of education in developing countries and devising on a common approach to support it. In a broad sense, the objectives of the Conferences were to find a common way to improve equity and access to education, as well as to achieve quality education in developing countries. At the Dakar Conference six educational goals were agreed and these goals commit each country to the provision of education for all. Tanzania is a signatory to these international goals, and as such the country has engaged itself in various reforms to achieve EFA goals. This study focuses on the Tanzanian experience on the implementation of the Dakar agreement on Education for All (EFA) that took place in 2000.

## ***1.2 Objectives of the Study***

The main objectives of the study were to identify educational reforms which have been undertaken in Tanzania following the Dakar-Agreement, and to examine the success and major challenges facing the EFA implementation in Tanzania.

## ***1.3 Research Questions***

In order to achieve the research objectives mentioned above, the following questions were central to this study.

### **1.3.1 Main Question**

The main guiding question in this study was: “What has been the Tanzania experience on the Implementation of the Dakar Agreement on Education for All?”

### **1.3.2 Specific questions**

In its attempt to respond to the main question, the study will answer the following two specific questions:

- What educational reforms have been undertaken in Tanzania following the Dakar Declaration on Education for All?
- What has been the main success and challenges facing the implementation of education for all in Tanzania so far?

## ***1.4 Scope of the Study and Education System in Tanzania***

Before explaining the scope of this study, it is necessary first to describe education system in Tanzania. The Education System in Tanzania is structured along the following order: 2-7-4-2-3+ implying 2 years of pre-primary education, 7 years of primary education, 4 years of secondary Ordinary Level, 2 years of secondary Advanced Level and a minimum of 3 years of university education (ETP, 1995). This study is basically focused on Primary Education level, since this level has been the main part of basic education in Tanzania for individual and societal development.

Primary school education consists of 7 years of basic education after pre-primary. This education is universal and compulsory to all school age going children from the age of 7 in Tanzania. The primary school cycle begins with standard one (Std.I) on entry, and ends with Standard Seven (Std.VII) in the final year. At the end of standard seven, pupils sit for the Primary School Leaving Examination (PSLE). The examination acts as a selection examination entry for secondary education. In addition, they are awarded a Primary School Leaving Certificate (PSLC).

### ***1.5 The Significance of the Study***

This study is expected to contribute to the existing body of knowledge on the implementation of EFA programme in developing countries in general and Tanzania in particular. More specifically, the study is intended to contribute on the EFA debate by highlighting the main challenges in the implementation of EFA goals, especially in achieving the twin objectives inherited in Dakar Declaration namely: improving access and attaining quality primary education. Thus, findings are expected to help educational policymakers, planners and other stakeholders, especially those in Tanzania, on possible policy options for effective and efficient implementation of EFA in general, and PEDP in particular.

### ***1.6 Organization of the Study***

The thesis is organized into six chapters, including this introductory Chapter (Chapter One) which provides the main research problem, and outlines the scope and significance of the study.

Chapter Two presents the background of education development in Tanzania and the theoretical framework of the study. ‘Education for Self-reliance’ and ‘Globalization’ theories have been outlined in this chapter.

Chapter Three examines the concept of EFA. It explores the context under which the current thrust of the concept has emerged. The issues concerning EFA that is; Jomtien (1990) and Dakar (2000), the National development policies and contemporary education reforms) in Tanzania were analyzed.

Chapter Four presents research methodology applied in the study. The chapter also displays the data collection procedures and techniques.

Chapter Five offers discussion of research findings. It therefore represents the main part of the thesis. In addition to the achieved success, a considerable part of the chapter was

devoted in addressing the main challenges facing Tanzania in its implementation of EFA. Finally, the last Chapter (Chapter Six) presents a summary and conclusion of the study. The chapter also gives recommendations for action. This was followed by a suggestion for further study.

## **CHAPTER TWO: THEORITICAL FRAMEWORK**

### ***2.1 Introduction***

This chapter devotes to the theoretical framework of the study. In particular the chapter will present the former Education for Self-Reliance policy and Globalization theory as the main two theories employed in this study. In order to phrase the discussion of the two theories in its right context, it is important to provide a brief overview of the development of education in Tanzania.

### ***2.2 Post-Colonial Education***

Education had always occupied a central place in the development policy in most of African countries. Immediately after independence, the newly independent African countries, across the continent, engaged themselves in a deliberate effort to develop national education systems to meet the need of their respective countries. New African leaders realized that the education systems that they inherited from colonial time were inadequate. As Julius K. Nyerere, the first president of Tanzania disclosed “the independent state of Tanzania in fact inherited a system of education which was in many respects both inadequate and inappropriate for the new state” (Nyerere, 1968: 47). Not only it did not meet the needs of the African countries, but also the inherited education system did not cater to the African values and culture. In fact it rather perpetuated western values, as it would be expected. Moreover, among other thing, colonial education was provided along the racial lines, as there were separate schools for Europeans, Asians, Coloured and Africans respectively. This was of course “inappropriate for the new state”, as Nyerere observed, and thus, new African States had no choice but a devise a new education system appropriate for them. In Tanzania for example, the development of new education policy was very closely linked to the new policy of the total “society” development in country. And in addressing the total development and aspiration of the country, the Arusha Declaration was issued in 1967.

### **2.3 *Arusha Declaration***

Basically the Arusha Declaration was the statement made by the Tanzania government in 1967 outlining the development policy of the country. The policy outlined ideology of Socialism and Self-Reliance for the development of a poor country like Tanzania. The Arusha Declaration supplied the need for a definition of socialism in Tanzanian terms, and provided the necessary suggestion of the direction in which the nation must travel to achieve its goals (Nyerere, 1968).

Socialism encourages every one in the community to work for the common good of the community rather than the interest of few people. Socialism policy rests on three basic doctrines “equality and respect of human dignity, sharing of resources which are produced by our efforts; work by every one and exploitation by none” Mayo (2001 cited in Nyerere 1968:272).

Additionally, the Arusha Declaration emphasized the need for mobilizing human resources for self-reliant development rather than depending on material resources. As Nyerere stated “the development of a country is brought about by people not by money. Money and the wealth it represents, is the result not the basis of development” Kassam (2000 cited in Nyerere 1968a:340).

Therefore, the Arusha Declaration with its ideology of socialism and self-reliance insisted on the strong tie among community members. The ownership of the major means of production was to the benefit of all members of society, and for the entire development of the society every one had to work hard.

### **2.4 *Education for Self-Reliance***

Immediately after the Arusha Declaration, the government issued the Education for Self reliance (ESR) policy in order to guide the type of education suitable for Tanzania society. As history would have it, ESR was to become the most influential policy in the education development in post-colonial Tanzania. The policy was also inspirational to other African countries too. Among other things, ESR policy calls for a liberating

education, in terms of access, equity and quality (Mbilinyi, 2000:1). This was in contrast to the kind of education which was inherited from colonial times in the 1960s.

In many ways ESR criticizes colonial education as it had different objectives to those of Tanzanian society both in terms of its ideology and relevance. Ideologically, it was not designed to prepare young people for service to their own country; instead it was motivated by a desire to inculcate the values of the colonial society and to train individuals for the service of the colonial state. In terms of relevance, the intention of colonial education was to prepare young people for semi-skilled job needed on a colonial state. In addition, colonial education stressed elitism and individualist instincts instead of co-operative instincts. In this case Nyerere (1968) cautioned that colonial education induced an attitude of human inequality by creating two groups of people or classes in the society; with the strong group or class dominating the weak class.

Colonial education in this country was therefore not transmitting the values and knowledge of Tanzanian society from one generation to the next; it was a deliberate attempt to change those values and to replace traditional knowledge by the knowledge from a different society. It was thus a part of a deliberate attempt to effect a revolution in the society; to make it into a colonial society which accepted its status and which was an efficient adjunct to the governing power (Nyerere, 1968:47).

According to the philosophy of ESR the education system should depend on the type of society one is trying to build. With socialist society, the philosophy emphasizes equality and respect of human dignity, sharing of the resources, work by every one and exploitation by none.

Relevance of the Colonial Education was also criticized for being, inappropriate and inadequate for the Tanzania society. Thus, the step taken had to modify the content of education provided to be relevant to the Tanzanian society. Nyerere (1968:49) highlights:

Our national songs and dances are once again being learned by our children; our national language has been given the importance in our curriculum which it needs



and deserves. In these and other ways changes have been introduced to make our educational system more relevant to our needs.

ESR pinpoints that the new role of education must be to prepare the learners after completion of their school to be in a position to live in their existing true rural society, because majority of Tanzanians live in rural areas. In that case the education must instil a sense of commitment by the whole community and this will help learners to adopt appropriate norms and values for their future life. Nyerere (1968) says:

Our education must therefore inculcate a sense of commitment to the total community, and help the pupils to accept the values appropriate to our kind of future, not those appropriate to our colonial past. It must prepare young people for they will be called upon to do in the society which exists in Tanzania a rural society where improvement will depend largely upon efforts of the people in agriculture and village development (Nyerere, 1968:52).

Furthermore Nyerere found that there was a need to modify the curriculum content and organization of the school as well as the entry age into primary school. The curriculum content must integrate the pupils and student into future society by integrating theory and practice in the teaching and learning processes. The aim is to help the pupils to apply knowledge, attitude and skills in the real life.

The organization of the school was also accompanied by the change of the entry age at the primary school. Primary school had to start at 7 instead of 5 or 6 years so that when they complete the school they would be old enough to participate in different activities in the society. In addition to this, education provided in the primary schools should be complete in itself in the sense it must not be simply for the preparation for secondary education. Likewise, secondary education must not be simply for the preparation for university education. The education should prepare people to participate on the development of the society, particularly in the rural areas.

Apart from that Nyerere insisted that education should help learners to have inquisitive mind not wait for somebody to stimulate their inquisitiveness. They should be critical and not just to receive orders from above. Instead they have to find out and take what is

appropriate to them. In other words, Nyerere was emphasizing to rely on our thoughts and judgments planning our policies. Policies should not be designed by others, but rather by the free citizen participating in decision making of the kind of education which benefits their needs. Nyerere (1968) adds:

They have to be able to think for themselves, to make judgments on all the issues affecting them; they have to be able to interpret the decisions made through the democratic institutions of our society , and to implement them in the light of the peculiar local circumstances where they happen to live ( ibid:53).

Therefore, ESR insisted that the education system should be ready to serve the needs of the community concerned by allowing its members to participate fully in deciding structure and content of their education. Short of this, education to the society will be meaningless as most likely it will be irrelevant to the community. In brief, then ESR introduced reforms in education system which promoted equal opportunity, critical and inquiring mind, learning by doing, democratic participation in decision making, relevance of the content of education and eradication of elitist education system.

At this point, it should be said that through Arusha Declaration, in particular through its ESR policy Tanzania achieved significant successes in eradication of illiteracy as well as in provision of universal primary education to its people. Literacy rate increased from 33.3 percent in 1970 to 90 percent in 1984; actually, the highest in Africa and enrollment rate in primary school reached around 90 percent in the early 80's (Brock-Utne, 2000). Equity was also achieved in the provision of education, since education was provided to all children irrespective of their socio-economic or religion or race. More importantly, the relevance of education was also enhanced, since there was a great emphasis preparing the child to fit into the society.

Unfortunately, these achievements were short-lived. Due to many factors both internal and external, the country could not sustain these achievements in education. Thus, since 1980s, it has been observed that education sector faced many barriers which eventually worked against ESR principles and objectives:

- Declining financial resources for school equipment, building, teacher salaries, books
- Overcrowded classrooms, which made innovative child-centred pedagogy very difficult
- Inadequate supply of school books, textbooks, visual aids and other equipment
- Declining teacher wages in real terms and
- Restrictive education pyramid, denying upward mobility beyond primary education for all but a tiny minority (Mbilinyi, 2000:4).

## **2.5 Globalization**

As noted from the preceding section that, towards the end of 1970s and early 1980s education sector, like all other sectors in the society in Tanzania, started to be faced with many challenges that served to undermine the gains of previous decades. Ironically, this period coincides with the period of the major structural change in the world due to the end of cold war that followed the collapse of communism in the former Soviet Union in 1989 (Tenga, 1999). The fact that the West had won the cold war, this opened the way for the rapid changes in social, economical and political conditions all over the world. In Africa this period is known as decade for change and transformation. For instance, Namibia attained its independence in 1990, and the apartheid system in South Africa was abolished in 1994. Politically, the region has transformed most of the single party democracies into multiparty democracies (Tenga, 1999: 266). Economically, the World Bank and the International Monetary Fund (IMF) forced Africa and other developing countries to repay their debts through measures of structural adjustment policies (SAP) of liberalization and privatization. In short, this period is generally considered to the period when contemporary globalization started in Africa. Hence, the discussion of globalization in Africa is closely linked to the coming of SAP.

Tenga (1999:281) defines structural adjustment as “the packages of measures which the World Bank and IMF and later independent bilateral donor agencies of the west have developed, and persuaded many developing countries to adopt, in order to receive more loans and grants, following the economic crisis of the early eighties”. In particular,

Tanzania started to implement SAP conditionalities in 1986 after signing an agreement with IMF (Brock-Utne, 2000). Following such agreements, a market economy was introduced to replace the state controlled economies, (under Arusha Declaration) which were perceived to be one of the causes of economic decline in Africa (Tenga, 1999). At rhetorical level, the aim of this reform program was to stabilize the economy of developing countries put them on track towards recovery from severe balance-of-payment deficits, inflation and other related problems (SAPRIN, 2004). To achieve its stated objective of stabilizing the domestic economies, SAP employed the following measures:

- Currency devaluation
- Deregulation of price and wage mechanisms
- Reduction in public spending on social programs like health and education
- Reduction of state bureaucracies
- Removal of subsidies to food, fertiliser, teaching materials, books and other basic necessities
- Trade liberalization
- Privatization of public enterprises and companies
- Introduction of multiparty democracy and
- Expansions of the export sector-mainly commodity export (Tenga, 1999:281).

As already mentioned, Tanzania was also required to follow the above mentioned measures in order to fulfill the objectives of SAP policies. The implementation of SAP policies in Tanzania was manifested in the social service sectors such as health and education. This was through the policies of liberalization and privatization that were introduced in the society. What then has been the impact of these policies into Education Sector in Tanzania?

Several studies have shown that, the SAP policies adopted by the Tanzania government have negatively affected the education system regarding the issues of efficiency, equity and flexibility in the provision of education (Tenga, 1999; Brock-Utne, 2000). It has been noted that the adjustment measures affect the education sector through changes in the

macro-economy reducing government expenditure on social services and through cost-recovery systems.

On equity issue, the reviews of the impact of SAP on education system in Tanzania (Tenga, 1999; Brock-Utne, 2000 and Mbilinyi, 2001) have noted that as the government withdraws from the provision of education and started charging of school fees at the primary education through cost-sharing, caused poor parents to pull their children out of school thus lowering down enrolment rates, and therefore adversely affects equity. Additionally, they noted that those measures were likely to increase social inequalities, regional inequalities and inequalities between sexes.

Furthermore, the reduction in budget allocation to the education sector has resulted in the decline in the quality and quantity of education services in terms of acute shortage of teaching materials and textbooks, deterioration of physical structures in schools, increase in class size and decline in teachers' morale (Tenga, 1999; Brock-Utne, 2000 and Mbilinyi, 2001). Tenga (1999) noted that the large class size, demoralizes not only teachers and pupils, but also undermines the learning and teaching process by making optimum teacher-pupil interaction impossible in the classrooms.

Similarly, Mbilinyi (2001) observed that the condition of the public schools had worsened, in the sense that, teachers' salaries remained low and often teachers experience delays in their salaries. This situation demotivated teachers due to the decline in standard of living. Hence, teachers discontinued from their profession and consequently reducing their numbers in schools.

Besides, it has been noted that, due to private regulations, parents and pupils monitored the education services they receive (Belfield and Levin, 2002). In this regard several authors (Brock-Utne, 2000; Mbilinyi, 2000; Galabawa, 2001) found that there was emergence of elites who found the education offered through public primary schools inadequate. Thus, their children were enrolled in the so called private 'international

schools', which are mainly English-medium schools and in some case the children were enrolled in the primary schools outside the country.

In line with education quality in the context of Tanzania, (Tenga, 1999) point out that as there was no central authority, neither governmental nor non-governmental coordinates the different initiatives of various private schools to guarantee uniformity in the quality of education, it was difficult to determine whether the education provided at the private primary schools was relevant to the society.

Closely related to the education quality was the issue of curriculum content. Brock-Utne (2000) was skeptical to donor's involvement in education. She argued that donors' involvement in education was likely to bring cultural conditionalities in connection with privatization and more control. She found that, there had been curriculum innovation introduced by donors in the primary schools which emphasized new themes like: environmental education, AIDS control education, family life education, education for democracy as well as strengthening of colonial languages; English and French. Where as vocational skill subject which would be of relevant to Tanzanian pupils, did not receive any attention from donors. Thus with liberalization, Brock-Utne (2000) concluded that there was likely to be a re-emphasis on Euro-American curriculum rather than a locally adopted curriculum based on indigenous knowledge systems, socialization methods and locally identified needs for specific skills.

Alongside that, privatization of the school text books in Tanzania was found to have resulted in deterioration of education quality. Brock-Utne (2000) observed that the writing, publishing and distribution of textbooks in Tanzania, have been forced to enter into a joint venture with a private transnational company. This had an impact such that the local publishing industry was discouraged and the intellectual lives of a country were likely to be suppressed. On the other hand, the transnational company was favored as the prices were determined by the multinational corporations. In addition this, textbooks written and published by external companies were likely to be irrelevant with the content of the school as they were not locally conceptualized and developed.

All in all, the experience of Tanzania with structural adjustment policies indicates they have had a negative impact on the education system. Reduction in household incomes and increase in user fee have reduced the demand for public education and had negatively affected the school attendance. These policies have encouraged inequalities in the education system in terms of gender, regions and class. Thus, SAP actually worsens the education sector.

The adverse effects of liberalization and privatization policies in education were reserved by the introduction of the Primary Education Development Plan (PEDP) in 2001, which came as a result of the Highly Indebted Poor Countries (HIPC) initiatives. With the establishment of PEDP, access to primary education has improved due to an increase of public spending on primary education but also an official abolition of school fees at the primary level. It should however be stated that, although more financial resources have been provided such as the increase in the number of teachers, textbooks and classrooms in the schools across the country, these increases have been overwhelmed by the dramatic increase in the enrolment rate. There has been a double enrolment at the primary level to 7.5 million pupils in 2005 as compared with 3.8 in 1995 (URT, 2005b). Such state of affair leaves a doubt on quality of education in primary school level.

All these indicate some of the challenges experienced by the government of Tanzania in its implementation of EFA goals. In order to understand these challenges, we need to link them up with a whole international debate of EFA goals. The next chapter presents the current debate of Education for All.

## **CHAPTER THREE: EDUCATION FOR ALL (EFA)**

### ***3.1 Introduction***

Having presented the Tanzanian policy of ESR and the development of education in the post-colonial era in chapter two, in particular outlining the country efforts during the 1960s and 1970s to achieve universal primary education, this chapter is devoted in outlining the context under which the contemporary concept of EFA has developed in order to put the discussion in its right context. As outlined in the introductory chapter, Tanzania is a signatory to the Dakar Declaration for Education for All. Therefore the country is committed to EFA based on the Dakar Framework Agreement. This will be followed by the presentation of the National Development Policies and Strategies which governs education sector in Tanzania. These are the Tanzania Development Vision 2025 and the National Strategy for Growth and Reduction of Poverty (NSGRP).

### ***3.2 Education for All (EFA) in Jomtien (1990)***

In chapter one, we argued that the thrust of current global initiative towards Education for All (EFA) can be traced back to the Jomtien Conference in Thailand, in 1990. This is true despite the various initiatives that were taken by a number of developing countries in the 1960s and 1970s, including Tanzania. The circumstance that led to the Jomtien Conference was due to the deterioration of education sector in most of developing countries in the 1980s. The state of education in most developing countries before Jomtien was indeed bad in terms of falling rate of enrollment, decline in completion rates as well as low attainment in primary education in these countries (Brock-Utne, 2000). This-State-of Affair in developing countries was justified on the International Conference on Education, in Jomtien in 1990.

The conference was organized by the multilateral organizations, namely: the World Bank (WB), the United Nations Development Program (UNDP), the United Nations Children's Fund (UNICEF) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) and government representatives.



The main objective of the Jomtien Conference as described by Brock-Utne (2000:4) was “to get the developing countries and donors turn around the downward trend of falling enrollments, falling completion rates, and poor learning outcomes within primary education in developing countries”. In a broader sense the aim of the conference was to bring together the international community to talk about ways of improving the education sector in most of developing countries which was obviously in a very bad condition.

However, during the meeting it was observed that the conflict arose between the developing countries and the developed countries, which are in most cases the main donors to education in developing countries. This conflict concerned the impact of debt-burden on education (Brock-Utne, 2000). Developing countries argued that, the donors’ emphasis on paying back the loan, a result of the imposition of Structural Adjustment Programs (SAPs) from developed countries, prevented most of the developing countries from providing basic services such health and education to their citizens.

On the other hand, the developed countries claimed that, they were not responsible for the deterioration of the education sector in most of developing countries during the 1980s; but rather it was poor policies of the developing countries that are responsible for deteriorating educational problems. And that, Structural Adjustment Programs were necessary and they would improve economic situation of the developing countries (Brock-Utne, 2000).

As would be expected, after a long deliberation, the Jomtien Conference spelled out the broad and comprehensive vision of the role of education for the individuals and societies as well. That is empowering human beings and transforming the societies. In brief, the agreement was to provide universal access to learning; a focus on equity, emphasis on learning outcome; enhancing the environment for learning and strengthening partnership by the year 2000 ( World Declaration on Education for All, 1990).

### **3.3 The 2000-Dakar Conference**

As it has already been stated, on the preceding section the Jomtien Conference established the view of the role of education which was to help empower and transform society. The main beliefs of the vision include universal access to learning; a focus on equity, emphasis on learning outcome; enhancing the environment for learning and strengthening partnership (World Declaration on Education for All, 2000).

In this case it was seen that that there was a need to assess how far the principles of the vision were achieved. It was in this context that Dakar Framework for Action received its importance. The Dakar Framework for Action was a re-affirmation of the vision set out in the World Declaration on Education for All in Jomtien a decade ago. It expresses the international community's collective commitment to pursue a broad-based strategy for ensuring that the basic learning needs of every child, youth and adult are met within a generation and maintained thereafter (World Declaration on Education for All, 2000:12).

The Conference was organized by the International Consultative Forum on Education for All (EFA Forum) and composed of representatives of the five International agencies that sponsored the proposal; the United Nations Educational Scientific and Cultural Organization (UNESCO), United Nations Children's Fund (UNICEF), United Nations Development Program (UNDP), United Nations Population Fund (UNFPA) and the World Bank (Torres,2001).

The aim of Dakar Framework for Action was to assess the achievements, lessons, and failures of the last decade as well as to make recommendations for future action (World Declaration on Education for All, 2000).With regards to the progress achieved since Jomtien Conference, it was found that the reality had fallen far short of the vision set given that, millions of people were still denied their rights to education and the opportunities it brings to live safer, healthier, more productive and more satisfying lives (World Declaration on Education for All, 2000). On the other hand, the assessment showed that progress had been archived proving that Education for All is a realistic and achievable goal, though its implementation had been uneven and far too slow.

Following the above circumstances, the Dakar Conference set six major EFA goals which are expected to be met by 2015. These were as follows:

- Expanding and improving comprehensive early childhood care and education especially for the most vulnerable and disadvantaged children
- Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to the ethnic minorities, have access to complete free and compulsory education of good quality
- Ensuring that learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programmes
- Achieving a 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults
- Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access and achievement in basic education of good quality
- Improving all aspect of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills (WDEFA, 2000:8).

The Dakar Framework for Action places the main responsibility for attaining EFA goals by 2015 on individual countries and requests all states to develop or strengthen existing National Plans of Action. The purpose of these action plans are for monitoring and evaluating the progress of education in respective countries.

### **3.3.1 Global Monitoring Report**

Unlike the Jomtien Conference, the Dakar also agreed on institutionalizing an international Mechanism for Monitoring progress toward EFA.

At the International level, the main responsibility for monitoring and evaluating the progress towards EFA was solely placed on UNESCO. This task was given to UNESCO

after governments recognized that, regular and rigorous monitoring was required to track progress towards the six goals agreed in Dakar, Senegal in 2000, identify strategies that make a difference and hold governments and donors to accountable for their promises (UNESCO, 2007b).

The report, the report aims to inform and influence education and policy through a reliable, evidence-based review of progress and a balanced analysis of most critical challenges facing different countries. The EFA Global Reports are produced annually. Each edition also adopts a particular theme, chosen because it's central importance of EFA process. In five years since 2002, UNESCO has published five EFA Global Monitoring Reports. The reports consisted of the following themes:

- I. 2002: Education for All- Is the World on Track?
- II. 2003/04: Gender and Education for All-The leap to Equality
- III. 2005: Education for All- The Quality Imperative
- IV. 2006: Literacy for Life
- V. 2007: Strong foundations: Early Childhood Care and Education.

Briefly, the major findings of the above Reports are as follows:

### **3.3.1.1 Education for All-Is the World on Track? (2002)**

The 2002 Global Monitoring Report dealt with providing opportunities to learn to all children, youths and adults around the world. The research report identified the following:

- Almost one-third of the world's population live in countries where achieving the EFA goals will remain a dream unless strong and concerted effort is made. High risk countries were found in Sub-Saharan Africa, South and West Asia and in the Arab States
- On the issue of achieving UPE it was found that most of the low-income countries were unlikely to achieve UPE by the year 2015

- World wide, girl's enrolment in primary schools improved in all regions in the 1990s. Gender parity improved in all regions in nearly two-thirds of the 92 countries for which data were available
- Progress towards literate men and women over the age of 15 was taking place though slowly, from 70 percent adult literacy in 1980 to 80 percent in 2000. In addition two-thirds of the world's illiterate population were women (EFA Global Monitoring Report, 2002).

### **3.3.1.2 Gender and Education for All-The Leap to Equality (2003/2004)**

The report assessed gender disparity in education as all countries in 2000, agreed to eliminate gender disparities in primary and secondary schools by 2005 and achieving gender equality by 2015. The report showed that 60 percent of the 128 countries for which data were available, were likely to miss reaching gender parity at primary and secondary levels by 2005. Also 40 percent of the countries were at risk of not achieving gender parity either at primary (9) or secondary level (33) or both (12), even by 2015. Further more, more than 56 percent of 104 million out-of-school children were girls and over two-thirds of the world populations 860 million were women (EFA Global Monitoring Report, 2003/2004).

### **3.3.1.3 Education for All-The Quality Imperative (2005)**

Many countries striving to guarantee the right to education for all children the focus on access often surpasses attention to quality (EFA Global Monitoring Report, 2005). The goal number six of the Dakar framework for Action emphasizes the need to improve every aspect of quality education as quality determine what student learn, how well they learn and what benefits they draw from their education. The report underscored the following:

- Government spending in education has increased over the past decade in both developed and developing countries
- Pupil/ teacher ratios remain higher than desirable in many developing countries; Sub-Saharan Africa (44:1) and South and West Asia (40:1)

- In many low-income countries teachers do not meet even the minimum standard entry level for teaching and many have not fully mastered the curriculum. For example, only 30 percent teachers in their first year of experience met the standard in Gambia, 10 percent in Botswana, 11 percent in Lesotho and Chad 19 percent where the standard was an upper secondary school, and in Togo 2 percent, Guinea-Bissau 15 percent and Cameroon 15 percent where the standard was lower secondary school
- In many developing countries, teachers' earnings were too low to provide a reasonable standard of living (EFA Global Monitoring Report, 2005).

#### **3.3.1.4 Literacy for Life (2006)**

According to the EFA Global Monitoring Report (2006), it was pointed out that; literacy is a key to enhancing human capabilities, with wide ranging benefits including critical thinking, improved health, children's education, poverty reduction and active citizenship. Despite of the above mention merits of literacy, the EFA Global Monitoring Report of (2006) observed the following:

- Literacy challenge particularly affects the poor, women and marginalized groups, and they were mainly found in Sub-Saharan Africa, South and West Asia and the pacific. Additionally, prospects for meeting the 2015 goal hinge largely on progress in the 12 countries where 75 percent of those without literacy skill live
- Women were found to be less literate than men: worldwide, only 88 adult women were considered literate for every 100 adult men
- 132 of the 771 million people without literacy skills were aged 15 to 24, despite an increase in this group's literacy rate to 85 percent , from 75 percent in 1970 (EFA Global Monitoring Report, 2006).

#### **3.3.1.5 Strong Foundations - Early Childhood Care and Education (ECCE) (2007)**

Early childhood is a time of remarkable transformation and extreme vulnerability (EFA Global Monitoring Report, 2007a). The report also stated that programs that support

young children during the years before going to primary school provide strong foundations for subsequent learning development. Thus, undernutrition, deprivation of care and poor treatment are particularly damaging to young children with repercussion often felt into the adult years (EFA Global Monitoring Report, 2007a).

The findings of the report were as follows:

- Worldwide, the number of children enrolled in pre-primary education has tripled in the past three decades, rising from 44 million in the mid 1970s to about 124 million by 2004. Between the 1975 and 2004 the global GER more than doubled, from about 17 percent to 37 percent.
- It was reported that many governments were not spending enough in public funds on basic education especially early childhood care and education. Sixty-five of the seventy-nine countries with data allocated less than 10 percent of education in ECCE in 2004. Over half of the sixty-five countries allocated less than 5 percent of the fourteen countries; allocating more than 10 percent most were in Europe (EFA Global Monitoring Report, 2007a).

Having presented the general development of EFA, the next section traces the development of EFA concept in Tanzania.

### ***3.4 EFA Process in Tanzania***

At the beginning of the 21<sup>st</sup> century it was seen that there was a need to formulate long-term national development strategies in Tanzania to cope with globe development and challenges. At the national level, these strategies included the Tanzania Vision 2025 and the National Strategy for Growth and Reduction of Poverty (NSGRP). The Development Vision 2025 provides a long-term outlook and the NSGRP is a medium-term strategy which is informed by the aspiration of the Development Vision 2025 (URT, 2005a). Similarly, in education sector there was formulation of macro-policies reforms which had to comply with international agreements on Education for All in addressing access, quality, and equity in the provision of education in Tanzania. The key specific sector and sub-sector policy and reforms in education included Education and Training Policy (ETP) (1995), Education Sector Development Programme (ESDP) (2001), and Primary

Education Development Plan (PEDP) (2001). All these policies and reforms are being guided by both the Development vision 2025 and the NSGRP.

### ***3.4.1 Tanzania's Development Vision 2025***

The Tanzanian Development Vision is a national development vision which will guide economic and social development up to the year 2025. The Vision of the year 2025 agrees that the education sector is essential in bringing about the desired social and economic transformation. The vision expects Tanzania to be a country with a well-educated and learning society by the year 2025. The Tanzania Development Vision 2025 document articulates this fact as follows:

Education should be treated as a strategic agent for mind set transformation and for the creation of a well educated nation, sufficiently equipped with the knowledge needed to competently and competitively solve the development challenges which face the nation. In this light, the education system should be restructured and transformed qualitatively with a focus on promoting creativity and problem solving (URT, 1999:19).

For Tanzania to realize the sustainable development by the year 2025, the document points out that the economy will have to be transformed from low productivity agricultural economy to semi-industrialized one. This semi-industrialized economy is led by modernized and highly productive agricultural activities which are effectively integrated and reinforced by supportive industrial and services in the rural and urban areas. Thus Tanzania vision 2025 should be a nation imbued with the following aspects:

- High quality livelihood
- Peace, stability and unity
- Good governance
- A well educated and learning society and
- A competence economy capable of producing sustainable growth and shared benefits (URT, 1999).

Among other features education is seen as an important contribution towards realization of the vision. Having acquired quality education, people will be in a position to solve societal problems as well as meet the challenges at the regional and global level. In



addition Tanzanian society needs to work as a whole for its own development, be competitive and develop a culture of self-reliance. As previously mentioned, the Development Vision 2025 aspirations have led to the formulation of NSGRP analyzed in the subsequent section.

### **3.4.2 National Strategy for Growth and Reduction of Poverty (2006-2011)**

The National Strategy for Growth and Reduction of Poverty (NSGRP) [(better known by its Kiswahili acronym MKUKUTA (Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania)] is inline with by the aspirations of Tanzania Development Vision(Vision2025) for high and shared growth, high quality livelihood, peace, stability and unity, good governance, high quality education and international competitiveness (URT, 2005a:7). NSGRP/MKUKUTA builds on the Poverty Reduction Strategy Paper (PRSP) (2000/01-02/03), which was the Medium Term Plan for Growth and Poverty Reduction, which emphasized the growth momentum, to fast track the targets of vision 2025 (URT, 2005a). In addition to this, the programme is also dedicated to the Millennium Development Goals (MDGs), internationally agreed targets namely: reducing poverty, eradication of hunger, diseases, illiteracy, environmental degradation and gender inequality, commitment to regional and international initiatives for social and economic development, effective partnership among government, civil society, the private sector and external partners for development.

It has been noted that the Ministry of Education and Vocational Training (MoEVT), is one of the strategic government ministries in the implementation of NSGRP objectives. This is due to the fact that most of its core activities are central in the reduction of poverty (URT, 2005c). NSGRP focuses on the central role of social service sectors in achieving the goal of improving the quality of life and the social welfare. In this regard, precise efforts are currently made to increase expenditure in favour of poor social services; such as primary and secondary education (URT, 2005c:61).In short NSGRP objectives on PEDP are as follows:

- To increase gross and net enrolment of boys and girls, including children with disabilities in primary schools from 90.5 percent in 2004 to 99 percent in 2010
- To increase the proportions of orphans and other vulnerable children enrolled, attending and completing primary education from 2 percent in 2000 to 30 percent in 2010
- To ensure equitable access to quality primary education for both boys and girls.

As noted earlier, both the Development Vision 2025 and the NSGRP are guiding education policies and reforms in Tanzania. The following section present education policies and reforms aiming at improving education quality at the same time ensuring equity to access education.

### **3.4.3 Education and Training Policy**

Education and Training Policy (ETP) in Tanzania was introduced in 1995. The policy is a product of Globalization Policy which started in Tanzania from 1986 following the country's signing an agreement with International Monetary Fund (IMF) and the World Bank (WB). As such, ETP represents a changing political climate in Tanzania from Socialism and Self-Reliance Ideology to Liberalism. Thus, if Education for Self-Reliance guided education sector during the Arusha Declaration, then ETP was to be the policy that currently guides education in the era of liberalism.

Unlike previous education policies which were sub-sector based, the ETP covers the entire education and training sector. The major objectives of ETP are to improve the quality education, to increase enrollment at all levels of education as well as promoting access and equity, the expansion and optimum utilization of facilities, and operational efficiency throughout the system (URT, 2001a:2).

The policy also aims at enhancing partnerships in the delivery of education, the broadening of the financial base and the cost effectiveness of education, and the streamlining of education management structures through delegation of power to schools, local communities and Local Government Authority (URT, 2001a:2) aspiring to achieve quality education in equitable access.

### **3.4.4 Education Sector Development Program**

In 1996 (immediately after the development of ETP), the Government of Tanzania decided to develop the Education Sector Development Program (ESDP). This was meant to comprehensively address the existing problems in the education sector as a whole which resulted from the socio economic reforms in the country started in 1986. (URT, 2001b).

Unlike the previous education strategies, ESDP is a sector-wide program aimed at operationalizing the various policies pertaining to sub-sectors in Education and Training Policy. ESDP covers all sub-sectors in the education sector: basic education which comprises pre-primary, primary, adult, secondary and teacher education, higher education, vocational education both formal and non-formal (URT, 2001b:ibid).

In the build up towards ESDP, the government developed Sub-sector Master plans such as Basic Education Master Plan (BEMP) for primary education, Secondary Education Master Plan (SEMP) for secondary education and Teacher Education Master Plan (TEMP) for teacher education. Accordingly, both BEMP and SEMP led to the development of sub-sector policies. These were the Primary Education Development Plan (PEDP) commenced in 2001 and Secondary Education Development Plan (SEDP) launched in 2004. Specifically, SEDP aims at increasing the transition rates from primary education to secondary education.

Moreover, ESDP was accompanied by various reforms in the society, among which include the Local Government Reform Programme (LGRP) and the Public Service Reform Programme (PSRP). The Local Government Reform Programme, put emphasis on improved service delivery, autonomy in decision making, transparency, accountability and good governance. The new Local Government system is based on political devolution and decentralization of functions and finances within the framework of a unitary state (URT, 2001b:7). Further more, the Local Governments will be in multi sectoral government units with legal status. They have the responsibility for social development and public service provision within their authority; facilitation of

maintenance of law and order and issues of national importance such as education, health, water, roads and agriculture (URT, 2001b). Thus in education LGRP shifts the responsibility for the management of primary education to local authorities. The transfer is likely to encourage the improvement in efficiency and effectiveness of education service delivery of the primary education level.

The current Public Service Reform Program (PSRP) focuses on performance improvement in the delivery of goods and services. Under the on-going public service reforms, the roles of Government Ministries (including Ministry of Education and Vocational Training) have been redefined to mainly deal with policy formulation, regulation, monitoring and evaluation. These reforms have allowed the private sector and other partners to participate in the provision of education and training services (URT, 2001b).

As it has already been stated ESDP involved all educational sub-sectors and the main thrust of the programme is to improve education outcome of the learner. However, ESDP has noted common weaknesses to all the sub-sectors of education sector which have to be tackled by the ESDP. These are:

- Low enrolment
- Poor quality of the education services provided
- Underfunding
- Inadequate inter and intra co-ordination within the sector and other sectors
- Poor remuneration and lack of professional ethics (URT, 2001b:3).

Thus to deal with the above challenges, ESDP intends to encourage access and equity to all people. Strategically, the government is intending to achieve the above through enhancing equitable distribution of education institutions and resources to all levels of education. In addition to this, priority has been given to improve girls' education as well as special social and cultural groups, such as talented children and children with disabilities. These groups will be promoted by being given suitable education and training and provided with education facilities (URT, 2001b).

Furthermore the programme aims at increasing expanding the base for education financing by encourage cost-sharing measures and establishment of educational resources by involving different groups of people who are interested in education (URT, 2001b).

Subsequently on the issue of quality the policy intends to improve training through strengthening in-service teacher and tutor training programmes; the supply of teaching and learning materials; the rehabilitation of school or college physical plants; the consolidation of pre-service teacher training programmes; the promotion of research in education and training institutions and the strengthening of monitoring and assessment(URT, 2001b).

More importantly in monitoring and evaluating its implementation, ESDP has specified the following main targets for Education Development in Tanzania:

- Eliminate illiteracy by 2010
- Attain Universal Primary Education by 2010
- Raise minimum qualifications for primary school teachers from grade IIIB/IIIC to grade “A”
- Provide all schools and training institutions with adequate and appropriate instructional materials and standard physical infrastructure by 2010
- Establish a nation-wide Network of Teacher Resource Centres
- Teacher/Pupil ratio to be 1:45 (Primary), 1:35 (Lower Secondary), 1:30 (Upper Secondary) 1:25 (Teacher Training College) and 1:12 (Higher Education)
- Eliminate the incidence of HIV/AIDS/STIs in education and training institutions by 50 percent by 2010
- To ensure the provision of quality vocational education and training to meet labour market needs both formal and informal
- To promote capacity building at all levels so as to keep abreast with technological changes by 2015

- To increase capacity intake from the current 20 percent to 40 percent in higher learning institutions and 60 percent to 80 percent in technical education by 2010 (URT,2001b:5-6)

Having surveyed ESDP so far, let us have a look on Primary Education Development Plan (PEDP) in the following sub-section.

### **3.4.5 Primary Education Development Plan (2002-2006)**

In the preceding section it has been stated that in the build up of ESDP the government developed master plans for education sub-sections and among others then was the primary education master plan which led to the formulation the of primary education development plan (PEDP).

The Primary Education Development Plan (PEDP) is a plan that articulates the vision of Universal Primary Education within the wider Tanzania policy frameworks of the Education and Training Policy (ETP) the Education Sector Development Programme (ESDP), the Local Government Reform Programme (LGRP), the National Strategy for Growth and Reduction of Poverty (NSGRP) and Vision 2025.

PEDP is the first sub-sector plan under ESDP to be implemented with the aspiration of enhancing access to education and achieving EFA as the national priority. The Primary Education Development Plan has four strategic priorities: enrolment expansion, quality improvement, capacity building and optimizing human, material and financial resource utilisation. The highest priority of primary education is to increase enrolment of girls and boys. This will be done through:

- Increasing enrolment rates of all groups of children
- Teacher recruitment and deployment
- Construction of enough classrooms, sanitary facilities and teacher houses
- Expanding complimentary education programmes for out-of- school children and youth (URT, 2001a)

Regarding the quality aspect, the PEDP intends to improve the quality of education. The objectives of improving educational quality will be met enhancing professional development courses to in-service teachers. By attending these courses, teachers are expected improve their teaching styles and methods in the classrooms, ensuring the availability of adequate and quality learning and teaching materials; and ensuring the necessary support for maintaining educational values (URT, 2001a).

On the other hand, pre-service training will be restructured (timing) and improved in order to increase its capacity to produce the large numbers which will be demanded by the enrolment expansion as well as to improve the quality and relevance of the training that new teachers undertake.

In addition more school-based Teacher Resource Centres (TRCs) will be established. TRCs are vital on teachers' academic and professional development and improvement. As well, TRCs are expected to promote teachers' innovation and improvisation in methods of teaching, preparation of teachers made instructional materials and aids and facilitate the exchange of professional ideas and experiences (URT, 1995).

Subsequently, in order to ensure the availability of teaching and learning materials at the school level, Capitation Grants will be sent to the district to enable schools to acquire textbooks and other teaching and learning materials. The school committees will encourage public/private sector partnerships at the community level, while similar partnerships at district and national levels will also be promoted for the purpose of supplying the school materials (URT, 2001a).

Capacity building is the third education strategy outlined in PEDP for improving the provision of primary education in the country. In a broader sense, this is related to government policies of achieving greater efficiency, reforming the civil service and delegating power to the local government in the provision of public service. At the school level, PEDP intends to improve management and accountability. In this sense, all staff and stakeholders with direct responsibility for PEDP management are to be given training to ensure that they have skills for participatory, planning, implementation, monitoring and evaluation, and contribution to policy analysis and formulation. Financial authority for

improving the quality of education at the school level will be transferred to the school level. Thus, all schools will open bank accounts.

The PEDP will introduce three funding mechanisms that will directly assist schools: (a) the Capitation Grant-this grant is intended to provide resources for improving the quality of education; (b) the Investment Grant- to provide resources for new building construction; and (c) the Capacity Building Fund will provide resources for school committee training (URT, 2001a).

The PEDP fourth strategic priority for primary education is to optimize the use of human, material and financial resources within the existing institutions in the education sector. According to PEDP, this objective will be accomplished by extending the roles and responsibilities of local government bodies in ensuring the delivery of primary education. There will be an extensive collaboration and co-operation at all the four levels; namely at the village/community, district, regional and national levels.

At the village level, the government aims at broadening democratic participation and accountability by increasing involvement of men, women and children from the communities. Thus, partnerships between teachers, schools and communities will be developed in order to strengthen school management. At the school level, there is a school committee which is accountable to the Village Council. (URT, 2001a:16) In addition to this the school committee, among other responsibilities, it has been given the task to sensitise and involve all pupils, parents and school staff in respect to the roles they can play in maximizing the benefits of primary school (URT, 2001a).

With regards to the District level, the Local Government Authorities (LGAs) will resume full responsibility for the management and delivery of all primary school services within its boundaries. Given the above task, planning, management and monitoring will be strengthened at the Council level.



At the Regional level, the Regional Commissioner will assist LGAs by creating an enabling environment for the implementation PEDP. In addition to this, the Regional Secretariat (RS) will provide technical support and advisory services to the district to enable the implementation of the PEDP (URT, 2001a:18). In the respect of PEDP implementation, the Regional Education Office, among other responsibilities, is also responsible to communicate effectively on the information and concerns from districts and communities to the zonal and national level.

At the national level, two ministries manage and coordinate primary education namely: the Ministry of Education and Vocational Training (MoEVT) and the Ministry of Regional Administration and Local Government (Mo-RALG). The roles of MoEVT include: collaborative planning, monitoring and evaluation; determining policy, regulations and quality assurance standards (URT, 2001a:18).

Moreover, the role of Mo-RALG is to supervise the decentralization of government functions to local levels, including the delivery of primary education by district authorities. It also provides technical support and guidance to the Regional Secretariats and local government authorities. At the national level it monitors, evaluates and coordinates regional education development plans in collaboration with MoEVT (URT, 2001a:19).

So far the chapter has shown that policy objectives and proposed programmes of the various documents are interrelated. Thus, the priority programmes such as improving access and quality of primary education needs to be strengthened for the targets and goals of the Development Vision 2025 and NSGRP to be realized.

## **CHAPTER FOUR: RESEARCH METHODOLOGY**

### ***4.1 Introduction***

This chapter presents methodology employed in this study. It shows systematically how I carried out this research. First, it provides the main research paradigm of the study. Second, it explains the research techniques used for data collection. And lastly, it concludes the chapter by illustrating the data interpretation and analysis.

### ***4.2 Methodology***

According to Silverman (2005), the term ‘methodology’ refers to the approach used by the researcher in studying any phenomenon. In social research, methodologies fall under two distinct paradigms which are quantitative and qualitative. Quantitative research methodology emphasizes quantification and mostly prefers to use the already existing proven measures (testing of hypothesis) While qualitative research centralizes on expression and interpretation rather than figures.

This study falls under qualitative methodology. There are several considerations when deciding to adopt a qualitative research methodology. Creswell (1998:15) defines a qualitative research “as an inquiry process of understanding based on distinct methodological traditions of inquiry that explore a social or human problem. The researcher builds a complex, holistic picture, analyzes words, reports detailed views of informants, and conducts the study in a natural setting”. Based on the topic of the study, the researcher wanted to observe and hear views from different informants about the Tanzanian experience regarding the implementation of Dakar Agreement on Education for All.

On the choice of a methodology, there has been a battle on which is the best between quantitative and qualitative research methodologies. However Martella, et al. (1999) stress that the best way to think of qualitative and quantitative research is not which is better but how best they can be used to address different issues. In this sense one can argue that, both qualitative and quantitative research methodologies have their strengths

and weaknesses but the appropriateness of these approaches depends crucially upon the nature of the questions. The above idea is also supported by Silverman (2005:120) who says “choosing any method, based on any kind of data can never be intrinsically right or wrong”.

The study employs the triangulation method, which implies the application of different methods of data collection in exploring the problem of the study. Most often qualitative researchers use combination of observations, interviews, field notes and documents in research. This is due to the fact that, the combination of techniques allows for an increase in the believability. Martella, et al. (1999) maintain that the criteria used to judge the reliability and validity of qualitative research are completeness of information, adequacy of interpretation, adequacy of pictures, collaboration with participants and multiple methods to gather data.

#### ***4.3 Field work and Research Permit***

My field research lasted from the mid-June to the mid-August 2006. The process began with seeking research clearance from the Ministry of Education and Vocational and Training. The Ministry gave me letters addressed to the Regional Administrative Secretaries (RAS's) of the identified study regions. When I reported to RAS's, they gave me a letter introducing me to the Regional Education Officers (REO's). When reported to REO's, they in turn gave me a letter introducing me to District Education Officers (DEO's). Then DEO's introduced me to the head of the schools identified for the study. There after I was free to visit schools subject to time granted by the school administration. I visited the appointed schools. Due to the fact that schools were closed I the period from June to Mid July, my fieldwork has to start with interview with key informants from MoEVT, TIE and University lecturers. I made appointments with them and everyone gave appointment dates for interviews.

## **4.4 Sample**

This study used the data collected from Dar-Es-Salaam and Coast regions. In Dar-Es-Salaam region, informants were from the Ministry of Education and Vocational Training (MoEVT), Tanzania Institute of Education (TIE), lecturers from the Faculty of Education at the University of Dar-Es-Salaam and Buguruni Primary School. In Coast region data were collected from Yombo Primary School.

### **4.4.1 Selection Criteria**

#### **4.4.1.1 Selection of study area**

Dar-es-Salaam has been chosen because educational institutions essential for this study are situated there. Such as Ministry of Education Vocational and Training, Tanzania Institute of education and University of Dar-Es-Salaam. For that case it was easy to contact different informants as well as easy access to documents which are relevant to the topic. Coast region has been chosen because is among the regions which are backward in education due to shortage of resource. Good infrastructure network from Dar-es-Salaam to Coast region was another crucial factor for the timely completion of the study.

#### **4.4.1.2 Selection of Ministry Official**

Inclusion of Ministry Official is justified due to the role played by the Ministry, in particular that of formulating policies and strategies for education development. Thus, in the present study on the Tanzania experience on the implementation of the Dakar Agreement on education for all, it is valuable to get opinion from Ministry officials. Thus, one officer from the department of planning was interviewed.

#### **4.4.1.3 Selection of TIE Official**

The Tanzania Institute of Education (TIE) is one of the core institutions of the Ministry of Education and Culture. It is a National Curriculum Development Centre. TIE provides consultancy, advisory services on Education and it has a lot to contribute pertaining to education curriculum. From this Institute, one officer was interviewed.

#### **4.4.1.4 Selection of University Lecturers**

The involvement of University Lecturers is explained on the grounds that they have rich resources of information and knowledge in education sector reform. In addition to the research, university lecturers also carry useful insights of education sector in Tanzania through their involvement in policies formulation as well as in the evaluation of the progress of the reforms. In that case two lecturers from the Faculty of Education, University of Dar-es-Salaam who have done extensive research in primary education were chosen purposively.

#### **4.4.1.5 Selection of Teachers**

Teachers were deliberately included into this study because they are the responsible ones for the implementation of the Dakar Agreement on education for all at the grass-root level. This is in line with Cohen et.al. (2000:104) argument that “the researcher hand pick the cases to be included in the sample on the basis of their judgments of their typicality”. So it was important to get views from teachers as they have rich information concerning implementation of Dakar Agreement Tanzania. A total of 12 teachers, 6 males and 6 females from Buguruni and Yombo primary schools were selected. They teach the following subjects: Kiswahili, Social Studies, Vocational Studies, Science and English.

#### **4.4.1.6 Selection of Pupils**

The preferences of pupils take into consideration on characteristics gender and age. The sample for this research has been chosen following random sampling so as to obtain a sample that will represent the whole population. A total of 12 standard seven pupils, 6 girls and 6 boys were selected from Buguruni and Yombo primary schools.

#### **4.4.1.7 Selection of Schools**

Buguruni primary school in was chosen because of limited time I had. It was easy to reach from the area I was living. Thus it was suitable for me. Yombo primary school

was chosen on the basis of being among rural primary school positioned in unprivileged area. Apart from that it was easy to access Yombo from Dar-es-Salaam. In that case transportation and limitation of time has restricted to visit two schools. On the other hand schools visited permitted me to get the real picture of what is taking place in the schools concerning the implementation of the Dakar Agreement on Education for All.

***Table 1 Summary of the Sample***

<b>Informants' Occupation</b>	<b>Region</b>		<b>Gender</b>		<b>Total number of informants</b>
	<b>Dar-Es-Salaam</b>	<b>Coast</b>	<b>Male</b>	<b>Female</b>	
Ministry Officials	1		1		1
TIE Officials	1		1		1
University of Dar-es-Salaam Lecturers	2		2		2
Head of schools	1	1		2	2
Teachers	6	6	6	6	12
Pupils	6	6	6	6	12
<b>Total</b>	<b>17</b>	<b>13</b>	<b>16</b>	<b>14</b>	<b>30</b>

Source: field work

## **4.5 Data collection Techniques**

Three basic methods were used to collect data. These were interviews, observation and documentary review. In line with qualitative approach and in the effort to improve the accuracy and therefore, validity, reliability and representativeness of data, method of triangulation was used. Patton (1990) quoting (Marshall and Rossman, 1989: 79-111) asserts that: “each type and source of data has strengths and weaknesses. Using combination of data type’s increases validity as the strengths of one approach can compensate for the weaknesses of another approach”. The process of combining different ways to assemble information is known as triangulation (Patton, 1990; Silverman, 2005). The researcher in this study use triangulation so as to supplement with what have been observed, spoken and found or written in documents.

### **4.5.1 Interviews**

Patton (1990:278) maintains “qualitative interviewing begins with the assumption that the perspective of others is meaningful, knowable, and able to be made explicit”. With that hypothesis, the researcher will be in position to discover new insights as he/ she has given opportunity to his / her client to speak. “The quality of the information obtained during an interview is largely dependent on the interviewer” (Patton, 1990:279). The purpose of interviewing is to gain knowledge from interviewee point of views. Interviews can be structured or semi-structured; or open-(unstructured) interviews. On the two extremes, structured interviews are rigid, well-organized interview that follow a sequence of pre-determined standard questions. Unlike open-interviews are those that flows from the interaction between the interviewer and interviewee without any pre-determine set of questions. In between, one finds semi-structured interviews which have described to be:

“It has a sequence of themes to be covered, as well as suggested questions. Yet at the same time there is openness of changes of sequence and forms of questions in order to follow up the answers given and the stories told by the subjects” ( Kvale, 1996:124).

Given my research questions, as well as my own experience in research, I decided to employ semi-structured interview. The aim of the interview in this study was to get

insight information from a set of individuals who were considered to have played different roles on the implementation of EFA. Interview guide is here considered important because it allows me to sketch central themes, as well as important questions during the interview. In other words the interview guide provides topics or subject areas within which the interviewer is free to explore, probe, and ask questions ..." Patton (1990:283).

For the purpose of this study, my interview guide had 3 sets of questions: for the pupils; the head of schools and teachers and finally for the officials from MoEVT, TIE and university lecturers.

#### **4.5.1.1 Administration of the interview**

The administered *face-to-face interview* involved 30 interviewees. Interviews were carried out between mid July and early August. A total of 12 teachers were interviewed individually, six from each school and two headmistresses were also interviewed one from each school. Both head of schools and teachers were interviewed in their respective offices. A total of twelve pupils were interviewed, six from each school. The interview with pupils took place at the second mistresses' office in Buguruni primary school. In Yombo primary school, interview with pupils were carried out at the headmistresses' office.

University lecturers, MoEVT official and TIE official were interviewed in their respective offices. All interviews took about 15 to 40 minutes for each session. The language used to conduct interview were both Kiswahili and English. Kiswahili language has been used because informants at the primary school use Kiswahili as a medium of instruction. As such, using English would be a hindrance for both teachers and pupils to provide straight responses. English was used by MoEVT Official, TIE Official and University lecturers in the beginning of the interview, but later it was switched to Kiswahili. In addition to that Kiswahili is a national language in Tanzania; it was also worth for the researcher and informants to communicate by using Kiswahili rather than English.



### **4.5.2 Classroom Observation**

In this study, classroom observations were carried out because they offered direct access to subjects under observations. For that case I had to sit at the back of the class and observe the lesson which was taught.

In the classroom situation, my only role was simply observation in the two specified classes. I did not participate in any way or interfere in the teaching or other classroom activity my observation was 'limited' one. The observations were focused on seeing how the teaching and learning process was taking place in the classroom, specifically the focus on studying learner and teacher interactions. The researcher also aimed at investigating the availability of teaching and learning materials during class session. Observation was seen as important because information gained through this technique would supplement information contained in the interview and document analysis. Durrheim (1999:47) writes ...these methods permit detailed observations of a few cases, and allow the researcher to build up an understanding of phenomena through observing particular instances of phenomena as they emerge in the specific context”.

### **4.5.3 Documentary review**

Many qualitative researchers see documentary analysis as a significant and suitable source of data in social research (Mason, 1996). A document is any written or recorded material which is not prepared for the purpose of the inquirer (Lincoln and Guba, 1985). Documents analyses may include government reports; document policy; minutes of the meetings; books; manuals; newspapers; magazines; charts; tables and lists etc. In this study both primary and secondary sources of information related to Tanzania experience on the implementation of the Dakar Agreement on Education for All were used. Primary sources according to Cohen et al. (2000:6) are described as “...those that are original to the problem under the study...” While secondary sources are “... those that do not bear a direct physical relationship to the event being studied... (ibid).

Documentary reviews were carried out in three levels: at the national, district and school levels. At national level library materials such as books, journals, articles, papers and

country records were reviewed. Policy documents from MoEVT, TIE and UDSM were also reviewed and formed the main sources of data strategies. At district level different reports and tables were reviewed, especially those concerning number of schools, enrolment, number of teachers and other resources. At the school level, different school reports particularly those concerning the enrolment and school attendance, teachers, classrooms and teaching and learning facilities were also reviewed. Of the central reports documents from MoEVT includes: Education and Training Sector Development Program (ESDP 2001) Primary Education Development Plan (PEDP) (2002-2006), Joint Review of PEDP final reports (2003&2004) Education and Training Policy (ETP) (1995), Tanzania Development Vision 2025, MKUKUTA (2005) and Basic Education Statistics in Tanzania (BEST) (2005).

#### **4.6 Data analysis**

Bogdan and Biklen (1982:145) define qualitative data analysis as “working with data, organizing it, and breaking into manageable units, synthesizing it searching for patterns, discovery what is important and what is to be learned, and deciding what you will tell others”.

Thus data analysis involves the transformation of raw data to into a new and consistent interpretation of the thing being studied. It has been noted that sometimes it is hard to identify when the researcher finish data collection and when data analysis commence (Blanche Terre, 1999; Silverman, 2005). This is because of the fact that such methods always repeat to each other when processing them. As Blanche Terre puts:

In interpretative study, there's no clear point when data collection stops and analysis begins. Rather there's gradual fading out of one and a fading in of the other so that at first you are mainly collecting data and towards the end you are mainly analyzing what you have collected (1999:140).

In this study, one qualitative method was used in data analysis, namely induction analysis. Induction analysis means to assume general rules from specific instances. It is thus a bottom-up approach that is the investigator look at her/his material and try to work

out what the organizing principles are that naturally underlie the material (Blanche Terre,1999). Qualitative researchers tend to employ inductive analysis because during the process themes emerge out of raw data. In this study, the related themes that emerged from the data were reflection of the research questions.

By using induction method, the researcher started to read and re-read the raw data and then listed the important findings. Then the researcher identified and name categories into which the phenomenon was under the study. This means that words, phrases and events that appeared to be similar were grouped into the same category. For this case, information pertaining to the theme of successes of the plan was put under the same category and theme concerning the challenges was put on another category. The aim was to create preliminary framework for data analysis. In the course of action, selected extracts from the respondent replies to the interview questions, were quoted in order to show the main theme emerged. The quotations were marked by italics and quotation marks. Thus, the method assisted the researcher to disclose both success and challenges of implementing Education for All in Tanzania. This has been used as a framework for presentation and discussion of the findings.

#### ***4.7 Validity and Reliability***

Validity and reliability are applied to both quantitative and qualitative research though addressed differently (Brock-Utne, 1996; Cohen et al., 2000). According to Silverman (2005: 210) “validity is another name for truth”. Because it is not possible to have pure valid research, quantitative researchers make effort to improve validity through careful sampling, appropriate instrumentation and appropriate statistical treatment of the data (Cohen, et al., 2000).

For the case of qualitative data, due to subjectivity of respondents, their opinions, attitudes and perspectives together increase the degree of bias (Cohen, et al., 2000). Hence to reduce the degree of biasness as I stated at the beginning of this chapter, more than one technique were used in this study so as to increase trustworthy of the results. This is also supported by Patton (2002:306) asserts “by using a combination of

observations, interviewing and document analysis, a field worker is able to use different data sources to validate and cross-checking findings”.

Like validity, so too is the treatment of reliability differs in the context of Quantitative and Qualitative research. Quantitative research sees reliability as “a measure of consistency over time and over similar samples” (Cohen et al., 2000:117). This means a reliable instrument for a work of research will yield similar data from similar respondent over time. However in qualitative research, reliability as Cohen et al., (2000) quote Bogdan and Biklen (1992:48) is regarded as a fit between what researcher record as data and what actually occurs in the natural setting that is being researched. Being aware with the issue of fidelity, I have dealt with the subject of reliability carefully.

#### ***4.8 Limitation of the study***

Education for All is a vast and complex programme. Time constraints prompted the limitation of the study to only two primary schools that represent other schools in Tanzania. This may not exhaust all that are required in this topic. Though the number of pupils and teachers administer to interview were small, the common trends of the schools can be related to other primary schools.

#### ***4.9 Conducting research in my own country***

I did fieldwork in my own country. Before undertaking my fieldwork I had important information about the country, culture and educational system. In addition to that I am employed by the Ministry of Education and Vocational Training as a teacher. These prove to be worthwhile to me. Being a native speaker of Kiswahili and familiar with culture, it was easy for me to get necessary information, such as transport and location of the schools. This is due to the fact that majority of Tanzanians speak Kiswahili which is both lingua franca and the National Language. Also it was easy for me to get various documents to support in my study.

## **CHAPTER FIVE: FINDINGS AND DISCUSSION**

### **5.0 Introduction**

In July 2001 the Government of Tanzania initiated Primary Education Development Plan (PEDP) being the sub-component of education sector development strategy in Tanzania towards implementing the Dakar Agreement aiming at increasing enrolment and improving the quality of primary education.

Basically the chapter is divided into two sections. Whereas section one is devoted to outlining the main success of the PEDP, section two presents the main challenges faced in the implementation of Education for All.

### **5.1 The Success of PEDP Implementation**

Generally, there is a consensus among the informants that quantitative-wise the implementation of PEDP has been positive one. Significantly, there are more children in school than before. The following sub-section attempts to outline the success of the plan.

#### **5.1.1. Massive enrolment**

According to the Basic Education Statistics in Tanzania (URT, 2005b:16&22) the PEDP has been successful to a large extent. This is due to the fact that the percentage of new entrants who aged 7 have leapt from 27.8 percent in 2001 to 59.4 percent in 2002 and then to 63.6 percent in 2003. Further more, the enrolment in primary schools has continued to rise from 67.70 percent in 2004 to 70.22 percent in 2005. In addition to this, enrolment of primary school aged pupils (7-13) is increasing from 77.71 to 81.78; 84.05; 85.20 and 86.19 percent in the recent years between 2001 and 2005. The above successes are also supported by the following sentiments captured in the Dar es Salaam region:

*The PEDP is successful as the enrolment of school children is currently high. There is also a deliberate attempt to match the increased number of pupils with the availability of resources. For example, there are more classrooms, teachers and other infrastructures. The plan has also*

*provided opportunity for all children (Interview University lecturer July, 2006).*

A similar opinion was also ushered by a Ministry Official:

*Certainly, PEDP has proved to be a viable plan in Tanzania. This is because many pupils have been enrolled in schools (Interview ministry official August, 2006).*

### **5.1.2 Non-formal Education**

In an effort to put more pupils in the schools, the PEDP has also initiated non-formal education approaches so as to encourage Out-of-School Youths/Children and enroll in the formal education programme. This is through establishment of Complementary Basic Education in Tanzania (COBET). This programme was introduced in Tanzania as an induction of out-of-school children into the mainstream, (aged 11-13) formal provision and (14-18) provision of basic life skills. According to the PEDP Review Report of 2003 (URT, 2003:41) in all the 9 districts visited, large number of children and youths were registered for COBET classes. It is evident that the introduction of the COBET is very much appreciated by the community, as captured in the following passages by informants from the Coast region:

*The PEDP is good as it enables many pupils to be in school especially with the introduction of COBET (Interview teacher August, 2006).*

Another teacher from the same school added:

*COBET has encouraged aged pupils to learn (Interview teacher August, 2006).*

The above responses were also reiterated by another teacher from Dar Es Salaam region:

*I commend the PEDP because it has reduced the number of out-of-school children who were roaming on the streets (Interview teacher July, 2006).*

The above information shows that the apparent intake at standard one at primary level has been showing improvement. According to the report given by the government as well as the views from the informants, the achievement has been partly due to the government decision to provide free education to all.

### 5.1.3 Teacher Recruitment and Training

Training and recruitment of teachers, is another achievement that is associated with PEDP. The plan has to a large extent addressed the shortage of teachers in the country.

With respect to teachers' recruitment and training, the government agreed to assist Local Government Authorities (LGAs) to recruit and train adequate numbers of primary school teachers. The objective of this strategy was to achieve a pupil-teacher ratio of 1:45 and to ensure equitable and gender balanced distribution of trained teachers (URT, 2001a). The decision has been appreciated by the informants as follows:

A teacher from Dar es Salaam region:

*With PEDP, the number of teachers has increased. This plan is different from previous ones where more pupils were registered without employing new teachers (Interview teacher July, 2006).*

A teacher from the Coast region:

*New teachers have been employed. This has reduced a burden to teachers in schools. The in-service training programmes have also been introduced for teachers so as to develop their academic and professional careers (Interview teacher August, 2006).*

The same stance was also noted by one informant from TIE and added:

*Some efforts have been done by the government to up-grade teachers (grades IIIB&C – A) through in-service courses and examinations (Interview TIE official July, 2006).*

According to the National Monitoring Report of 2004 (URT, 2004b) between 2002 and 2004, a number of new teachers were recruited to cater to the increased enrolment. Table 2 below, shows how many teachers were recruited compared with targets set.

**Table 2: The number of Teachers Recruited 2002-2004**

Year	Target	Actual
2002	9,047	7,030
2003	11,651	10,872
2004	10,563	14,423
<b>Total</b>	<b>31,261</b>	<b>32,325</b>

(Source: URT, 2004b:29)

The above table illustrates the effort made by the government to increase the number of teachers so as to cope with the massive enrolment of pupils in order to enhance smooth delivery of education.

#### **5.1.4 Classroom construction**

The increase in the number of pupils necessarily demands an increase in physical infrastructures such as classrooms, toilets, etc. in school. In order to accommodate the number of pupils, the PEDP initiated construction program especially classrooms, sanitary facilities and teachers' houses. This was achieved through Investment Grant which was a special mechanism for funding construction of physical facilities under PEDP in order to improve the quality of infrastructure in primary schools.

It has been noted that construction of new classroom has been a major success of the PEDP as articulated by the informants themselves. The following are views from Dar es Salaam region:

*Through PEDP, the great efforts to rehabilitate and construct new classrooms in schools have been made, and the situation is very impressive (Interview TIE official July, 2006).*

*The PEDP is a good plan because new classrooms were built and other required infrastructures by the school were improved (Interview teacher July, 2006).*

Another teacher from the Coast region also had this to say about PEDP's success:

*The PEDP has improved the school conditions by constructing new classrooms and offices for teaching staff (Interview teacher August, 2006).*



With respect to classroom construction, according to the National Monitoring Report of 2003 (URT, 2003:40) in all districts visited new classrooms were constructed. It is further reported that PEDP classrooms were the joy of the local community. Classrooms construction has been a main concern of the PEDP, although the number of classrooms constructed in the first three years of the PEDP implementation has fallen short of the target (HakiElimu, 2005). The following table shows classroom constructed against the target.

**Table 3: Classroom Construction 2002-2004**

<b>Year</b>	<b>Target</b>	<b>Actual</b>	<b>%</b>
2001/2002	13,868	8,817	63.5
2002/2003	13,396	10,771	80.0
2003/2004	14,204	10,334	72.7
<b>Total</b>	<b>41,467</b>	<b>29,922</b>	<b>72.2</b>

Source: URT: 2004b:27

The above table shows that despite the fact that a large number of classrooms was constructed 2002-2004, but the construction did not match with the requirements of 41,467 classrooms instead only 29,922 (72.2%) classrooms were constructed. According to the PEDP targets of 2002-2004 there were shortage of 11,545 classrooms.

### **5.1.5 Text books, teaching and learning materials**

With regards to quality improvement, PEDP has prioritized the provision of quality primary education. One of the strategies used in order to achieve this goal is to ensure the availability of good quality learning and teaching materials. The mechanism for acquiring textbooks and other teaching materials was through Capitation Grants. The objective was to provide sufficient and relevant instructional materials as well as reducing the pupil-to-book ratio of 3:1 in 2002 to 1:1 in 2006. Most of the teacher informants appreciated the current supply of teaching and learning resources. A teacher from Dar Es Salaam Region disclosed:

*I appreciate PEDP because now I am provided with pens, manila cards, lesson plan books and exercise books for lesson notes. Prior to this plan, I was supposed to buy these facilities on my own. Likewise, Pupils are also provided with pens, pencils and exercise books (Interview teacher July, 2006).*

Another teacher from the Coast region highlighted:

*The plan has been successful as the quality of education is currently improving. This is due to the fact that, we are now provided with teaching materials and other educational equipment (Interview teacher August, 2006).*

According to the National Monitoring Report of 2003 (URT, 2003:44) in all the 9 districts visited, considerable quantities of books have been distributed to schools, the book-to-pupil ratio has improved though the ratio of 1:3 has yet to be achieved. It is further reported that the current the overall ratios are in range of 1:4-1:7 depending on grade level and from one subject to another. Teachers, pupils and parents are very pleased with the trend of improvements in this area.

#### **5.1.6 Community involvement**

The government has identified the importance of broadening democratic participation and accountability at all levels in the society and which is more reflected in the provision of education. The goal is to increase involvement and empower communities around the school to meaningfully and effectively participate in the implementation of decisions in order to strengthen school management (URT, 2001a). As such, with the introduction of Capitation grants, community participates on the construction of teachers' house, classrooms and purchase of teaching and learning materials. The involvement of community on school affairs is also appreciated by informants. The informant teachers from the Coast region commented that:

*The system of community involvement in school matters has simplified our daily routine, especially on the issues pertaining to pupils' discipline. As such, the school administration can refer some serious disciplinary cases to the village management for changing the behaviors of notorious pupils. The community involvement has also ensured labour services; for instance, the construction of*

*new classrooms, teachers' houses and other buildings (Interview with head-teacher August, 2006).*

Another teacher observed that:

*The public sensitization from different stakeholders of the PEDP (within the region) has changed the attitude of many parents in the coast region towards education. They are now willing to send their children to school which was not possible before (Interview with teacher August, 2006).*

According to the National Monitoring Report of 2004 (URT, 2004b) it has been observed that council and school level institutions have to a large extent performed as planned. There is evidence which suggests that capacity building activities have been successful and efficient. The report further noted that due to good development of financial keeping at the school level, school committees are now demanding greater transparency in the provision of funding to schools. In this regard one can say that, perhaps the community has started to be aware with the new educational reforms in education sector which attempt to involve people on monitoring and implementation of reforms so as the objective set to be realized.

## **5.2 The major challenges of implementing Education for All in Tanzania**

Despite the success outlined above, PEDP is still faced with a number of challenges, predominantly those related to the quality aspects of education. In the following section I shall attempt to present some of these challenges.

### **5.2.1 Access Challenges**

While the government efforts to give every child the opportunity to be enrolled in school, is highly appreciated, many informants have shown their doubt about the kind of education currently being provided, especially when considering the existing large number of pupils in the classrooms. The large number of pupils in the classrooms has created problems concerning the proper delivery of education as it was expected by the program. Since the commencement of PEDP, both the Gross Enrolment Ratios (GER) and the Net Enrolment Ratios (NER) have risen drastically as shown in the following table.

**Table 4: Standard I-VII Net and Gross Enrolment (2002-2005)**

Year	Total Grade I-VII	Population 7-13 Years	7-13 years in Grade I-VII	NER	GER
2002	5,972,077	6,054,257	4,884,385	80.7	98.6
2003	6,562,772	6,229,830	5,515,793	88.5	105.3
2004	7,083,063	6,665,347	6,034,526	90.5	106.3
2005	7,541,208	6,859,282	6,499,581	94.8	109.9

Source: URT (2005b)

Almost all teachers interviewed in this study said that the expansion of enrolment has created problems in teaching as the existing resources do not match the number of pupils enrolled in the school. This rapid increase in enrolment has a number of negative impacts, such as:

#### **5.2.1.1 Large class size**

Class size is the number of pupils for whom a teacher has responsibility in the classroom. Class size is also regarded as a crucial factor regarding the delivery of quality education. It has been noted that the smaller the class size the greater the effect on the instructional processes as well as on pupils' achievement. This is due to the fact with small class teachers have more time for the individual pupil as they can monitor pupils' work, check papers as well as offer encouragement (Glass, et al., 1982). All teachers appreciate the government decision of making free and compulsory education which provides schooling for everyone. However, they argue that massive enrolment has lead to congested classrooms which hinder proper delivery of education in the sense that it is difficult for them to attend to individual pupil's demands. On class size, informants from Dar es Salaam region had this to say:

*I am teaching one stream of 80 pupils, and I have 4 streams of the same number of pupils each. So, I have to reduce the number of assignments as marking all these exercise books is really a burden. Apart from that, it is also impossible for me to remember the names of pupils in each stream, let alone to attend their individual problems (Interview teacher, July, 2006).*

*Large class size hinders classroom management and effective teaching and learning. For instance, I have 110 pupils in the class; it is difficult for me to make follow up for slow-learners. I cannot help slow-learners; only the bright pupils who can follow will benefit (Interview teacher, July 2006).*

Another teacher from the Coast region contends:

*A number of pupils in the class is very big. Due to this reality pupils are denied their rights to quality education. For instance having the class of 80-90 pupils, honestly slow-learners will complete standard seven without being noticed (Interview teacher, July 2006).*

The above responses indicate that the classes are overcrowded. This in turn contradicts with PEDP target of having a class size of 45 pupils. Findings from other researchers show that large classes obstruct the proper delivery of education (Athman, 2004; Sumra, 2003; Knutsson, 2005; Davidson, 2004). For example, Knutsson (2005) discovers that with congested classrooms (in Geita district where his study was conducted), it was difficult for teachers to find individual pupil's problems, hence weaker pupils were marginalized. He further noted that with large number of pupils, teachers tend to reduce the amount of assignments and the amount of questions due to an increased workload. Knutsson (2005) discloses:

The worst case I observed myself was a class containing 170 pupils, but was mentioned by several respondents that figures can even exceed 200. Literally all respondents agreed that quality is affected negatively by the large class size (Knutsson, 2005: 45).

Similarly the Global Monitoring Report of 2005 (UNESCO, 2005a) confirms that the very large class sizes observed in developing countries are not conducive to adequate learning as quality will be at risky with the increase of teachers' workloads.

#### **5.2.1.2 Shortage of desks**

It is a well known fact that the favorable learning environment in the class is facilitated by among other things, the availability of adequate space, especially desks where pupils would sit comfortably. Indeed conducive learning environment in the classroom also

positively influences efficient teaching. This fact is well captured in the ETP (URT, 1995) document which states that:

Government shall set and establish standard infrastructure and facilities for primary schools such as desks, educational equipment, libraries, and instructional materials necessary for effective delivery of and acquisition of good quality, education (ibid:37).

The present study revealed a critical shortage of desks and other furniture in the researched primary schools. Most pupils, especially in the lower grades were sitting on the floor. The shortage of desks negatively affect learning environment as it is obviously difficult for pupils who sit on the floor to adequately concentrate in the class. This state was also reported by the PEDP Review Report of 2004 (URT, 2004b). The Review Report noted that the situation of desks remain to be critical. This is due to the fact that more than 50 percent of pupils were found sit on the floor as many schools were without adequate numbers of desks. The Review Report shows that available desks in schools numbers 549,083, which is 28.9 percent of demand. In that case there would be requiring of 1,897,253 based on occupancy of 3 pupils to a desk (URT, 2004b: 28).

In addition, effective time in learning will be reduced because the teacher will be spending a lot of time on disciplinary matters so as to draw attention. In this case the teaching process is affected as it inhibits the provision of quality education. With regards to the shortage of desks teachers from Dar Es Salaam region assert:

*A shortage of desks affects effective teaching/learning process. Having pupils sitting on the floor it makes difficult for me to pass through and check their work (Interview teacher, July 2006).*

*Pupils who sit on the floor are deprived of their rights to quality education as they cannot concentrate due to the nature of their sitting (Interview teacher July 2006).*

Another teacher from the Coast region remarked:

*Education for all does not simply mean putting pupils in the classroom. They should be provided with the necessary facilities such as desks (Interview teacher, August 2006).*

An inadequate supply of desks was also discovered by Knutsson in 2005. His study revealed that the majority of classrooms did not have enough desks as some pupils had to sit on the floor; desks were shared by 3-4 pupils (Knutsson, 2005).

### **5.2.1.3 Recruitment and Deployment of Teachers**

PEDP has set out a target of having standard teacher ratio to be 1:45 by 2006. This continues to be a bottleneck in the progress of the plan. To cope with enrolment expansion, PEDP states that:

School capacity in terms of teachers` supply and classrooms space will be ensured through the increased use of teachers and classrooms for double shifts and multi-grade teaching, as a limited and interim measure (URT, 2001:5).

According to an informant`s response and documents reviewed , there is acute shortage of teachers. It has been noted that since the inception of PEDP the teacher-pupil ratio has increased. TPR has risen from 1:46 in 2001 to 1:59 in 2004 (URT, 2004b). This means that the rate of enrolment is not keeping in pace with the rate of teachers recruitment and deployment of teachers. Two respondents from Dar es Salaam region had the following:

*Although many pupils have been registered at schools, PEDP has been implemented without proper preparations. This is because we do not have enough teachers to deal with such a large number of pupils (Interview teacher July, 2006).*

*The quality of education has been falling, especially in rural areas, because the enrolment does not go hand in hand with the availability of qualified teachers in schools (Interview University lecturer July, 2006).*

Despite the fact that more teachers than the targeted number have been recruited since the initiation of the PEDP, the teacher-pupil-ratio has continued to rise. However, the National Monitoring Report of 2004 (URT, 2004a:17) notes that there is a considerable variation in teacher-pupil-ratio between regions. Regionally, teacher-pupil-ratio varies from a low of 1:42 in Kilimanjaro to high of 1:78 in Shinyanga. This may suggest that the recruitment needs were underestimated given the current rise in pupil`s enrollment.

The National Monitoring Report of 2004 (URT, 2004a) confirms that, in order to attain the target teacher-pupil-ratio of 1:45, the primary education system requires 175,867

teachers. The report further points out that, the sector has a shortfall of 57,640 teachers, and also argues that this is a significant challenge to the teacher training capacity which is currently training about 12,000 teachers per year. The report admits that, it will take 5 years from 2004 to train enough teachers for the primary education sector (URT, 2004a:32).

In line with this it has been noted that, deployment of teachers within regions and districts persists to be a problem. This is due to the fact that, teachers are unwilling to be posted to schools which are located in more remote areas. (URT, 2003:20). For instance in 2004, out of the allocated 12,273 Grade 'A' teachers all over the country, 10, 872 (88.6%) reported to their work stations. The report noted that Kigoma region had the lowest number of teachers as only 318 (30%) teachers reported over the allocated 1,060 (URT, 2004a:33).

In connection with this, better-qualified teachers tend to be found in urban areas. Hakielimu (2005) states that whereas 79.9 percent of teachers in Dar es Salaam are either Grade A or Diploma holders, only 48 percent of teachers in Dodoma have similar qualifications Hakielimu(2005 cited in URT,2004a:66). Given these wide disparities between urban and rural areas regarding teachers' deployment, this may consequently affect the quality of primary education.

#### **5.2.1.4 Shortage of Teachers' Houses**

Teaching profession like any other professions needs motivation so as to encourage them. Among other incentives, housing is a significant one especially in rural areas where the shortage of teachers is more acute and is more directly linked to housing problems. The importance of constructing teachers' houses was recognized by the government due to the increase number of pupils and the need to attract more teachers as a deployment incentive. Regarding teachers' houses PEDP document (2001a:8) stipulates:

Allocation of funds for teachers housing will give priority to rural and remote areas. Detailed criteria for Investment Grant (IG) allocation will be developed as



the basis for including housing construction needs in the annual Local Government Authorities (LGAs) education plans.

It is well known that teachers are key implementers of any educational policy. In this case they have to be enough in number and should be evenly distributed in the school system.

According to document reviewed and teachers' responses it has been observed that teachers are not attracted to rural areas due to the shortage of houses and other remunerations. Teachers argued that there is still more to be done by the government to attract more teachers especially in rural areas. Acute shortage of teachers' house was also observed by the researcher.

Informant teacher from the Coast region highlighted:

*The PEDP implementation has been concentrated only on the pupils' enrolment and classrooms construction; while staff-quarters for teachers have been forgotten and neglected (Interview teacher, August 2006).*

Another teacher disclosed:

*The efforts should have also been put on the construction of teachers' houses. This would have motivated teachers to report and stay in the schools where they are posted (Interview head of the school August, 2006).*

The scarcity of teachers' houses was also noted by the PEDP Review Report of 2004 (URT, 2004b) which proclaimed that many schools visited were without adequate number of teachers' houses for both new and old teachers in rural areas. This situation is likely to affect the provision of quality education as teachers are not attracted to the areas where there is no provision of suitable incentives like houses.

At the school I visited in the Coast region, out of 19 teachers only 3 teachers were provided with accommodations. But the conditions of these houses were in sub-standards in the sense that, they were dilapidated.

During the field work, I had to sleep in the headmistress's house provided by the school because of the transport schedule. There was only one bus from the district which passed the school area once in the morning, and returned on the next day. These houses were

built in the 1930s, and had gone without repair ever since. As such, they were very dilapidated. They had a lot of deficiencies such as patches on the floor. It was not easy to recognize the type of floor, if it was a cemented floor or not. Moreover, the walls were in danger of falling; toilets were made of poles and mud and the roofs were thatched with grass. But the head mistress was lucky enough as the maintenance was being made in her house during my visit. The head of the school told me that she had no option. She had to stay where she had been posted to work though she was not happy with the conditions. The teachers who had rented outside the school spent a lot of time walking to school. They usually came to school late. In addition, they said that it was not safe especially for female teachers to come early in the morning as they crossed dangerous places.

Regarding the acute shortage of teachers' houses, the PEDP review report of 2004 confirmed the following findings:

Experience gained from the council visited indicates an acute shortage of teachers' houses in rural schools. This leads to acute overcrowding (in Namelock in Kiteto, one small house is shared by three families. In other areas teachers are travelling over 20 kilometres (URT, 2004b: 28).

Inadequate services to teachers are of great concern. The lack of the welfare support may result in a lack of concentration as well as dissatisfaction. Then if the teacher cannot concentrate, it means there would be poor delivery of the subject matter. The importance of attracting rural teachers is also supported by the Global Monitoring Report of 2005 (UNESCO, 2005a). It comments that a well-defined national framework is required to ensure that all schools are staffed and incentives (example: housing subsidies, opportunities for further studies) to work in remote rural environment may be required to ensure that all schools have qualified teachers. Lack of these incentives to rural school teachers, can harm the education quality.

To illustrate how serious the lack of adequate physical structures in primary schools, this study has decided to follow-up more closely at Yombo Primary School during the fieldwork. Thus the table below shows the available infrastructure in the named school.

**Table 5: Permanent Buildings at Yombo Primary School, 2006**

Type of Building	Required	Actual	Shortage
Classrooms	20	13	9
Staff Houses	20	3	17
Staff rooms	3	1	2
Toilets	42 (holes)	8 (holes)	34 (holes)
Stores	3	1	2

Source: Field work.

From the table one can see that as a result of massive expansions of enrolment there are also high demands for more classrooms, teachers' houses, toilets and other necessary buildings.

The above shortages of resources indicate the failure of the government to fulfill its promise of providing quality education to its citizen. There are varied explanations as to the cause of this situation. While some scholars attribute this to internal reasons, others would like to point the figure to external factors. In reality, both internal and external factors are responsible for this situation. Internally, poor planning, limited resources both human and financial ones and corruption may hinder the desired objectives of the reform to be realized. Externally, due to the forces of globalization, external agencies monopolize policy making processes and undermine dialogues with local people as they have power simply because they provide funds. There fore this may weaken the national government's willingness to initiate its own reforms.

### **5.2.2 Quality Challenges**

It is the delivery of quality education where the challenges of EFA implementation in Tanzania are more pronounced. Certainly, this is not only limited to Tanzania; rather it is also addressed in other countries as stated in the general conclusion of the *2005-Global Monitoring Report*. The Report has among other things, emphasized that education for all cannot be achieved without improving quality. Quality is at the heart of education that it influences what pupils learn, how well they learn and what benefit they draw from

education. In this case any policy aimed at expanding enrolment must also assure that pupils achieve decent learning outcomes and acquire values and skills that help them play a positive role in their societies (UNESCO, 2005a). In the Tanzanian contexts, it is proclaimed in all important long-term and medium-term development policies of the country such as the Development Vision 2025 and the MKUKUTA. The Development Vision 2025 (URT, 1999) for example states that:

Education should be treated as a strategic agent for mind set transformation and for the creation of a well educated nation, sufficiently equipped with the knowledge needed to completely and competitively solve the development challenges which face the nation. In this light, the education system should be restructured and transformed qualitatively with a focus on promoting creativity and problem solving (URT, 1999: section 4.1).

On its part, MKUKUTA, (URT, 2005a) which is the current medium-term development strategy of the country, has succinctly claimed that:

In order to make a dent on poverty reduction...it requires provision of quality education from early childhood to higher levels and research activities that are tailored to the local environment (URT, 2005a:15).

However, besides all these commitments, general findings of this study reveal that quality education is yet to be attained in Tanzania Primary Schools. Many factors contributes to this reality, the discussion under this chapter will limit itself to the following factors: the availability and quality of teaching and learning materials, professional development programmes and curriculum relevance.

#### **5.2.2.1 The Availability and Quality of Teaching and Learning Materials**

With regard to the teaching and learning materials, the government realizes that quality education is enhanced by the availability of teaching and learning resources (URT, 2001a). These materials include textbooks, teachers' guides, maps, black boards, chalks, science equipment (kits) and atlases just to mention a few. Textbooks are most important instructional materials in any educational institutions, not least in primary schools because they transmit what is in the curriculum. It is accepted that their evenly distribution in the classroom enhances smoothly teaching. Among the different roles

played by the textbooks in the classrooms, includes provision of information to be used in academic work by students (Neke et.al.2004).This fact has been recognized by the government, which realizes that that there is acute shortage of textbooks and other instructional materials in most primary schools. Thus, it has put emphasis on the production and supply of those materials in the schools (URT, 1995).

Indeed it is well stipulated on the PEDP document, that quality education is enhanced by availability of relevant teaching and learning materials in schools. Towards this end, the government committed itself to the provision of textbooks in schools and sets in itself a target that by 2006 pupil- to- book ratio of 3:1 (URT, 2001a).

Despite the above commitment, here are responses from informants concerning the availability of teaching and learning materials and textbooks. One informant from the Coast region lamented:

*The supply of text-books is not satisfactory in many schools due to the massive enrolment of pupils. This makes the whole process of teaching to be difficult (Interview teacher August, 2006).*

Another respondent from Dar es Salaam region had same observation:

*I have a class of 100 pupils with only 10 books; here the ratio is 1:10. Such a shortage is making teaching very difficult (Interview teacher July, 2006).*

During the fieldwork, I witnessed and observed this situation in one of the schools I visited. The class had 110 pupils with only 9 text books. This meant a ratio of 1:12. This hinders effective teaching as few pupils had access to the books. As a result, the teacher concentrated on few pupils who had books. The rest of the pupils carried on with their own activities; like sleeping, do other subjects, teasing one another and the like. This was especially to those pupils who sit at the back of the class as the teacher could not pass through due to overcrowd classroom.

Regarding the shortage of text-books, another informant teacher from Dar es Salaam continued:

*Pupils do share the available books when they are in the classroom only. The situation is like this: a pupil will have the book for some days before she/he passes it to another. The problems arise when some pupils become absent for sometimes. This makes other pupils not to be in a position to use the book. This situation may reduce pupils' interest in reading (Interview teacher July, 2006).*

Furthermore, both the 2003 and 2004 PEDP reviews found that the pupil-book ratio varied across regions, councils and schools; and between different subjects and classes in most of the school visited (URT, 2003; URT, 2004b).

Davidson carried out a research on several schools in Morogoro region about the progress of PEDP in Tanzania 2002-2004. In the visited schools he found that very few were near to the ratio of 3:1 as stated by PEDP. Davidson (2004) explains that:

*In fact, one of the greatest complaints from students and teachers is inadequate textbooks at the ratio of 10:1, or even only 1 book for a whole class. Teachers often borrow textbooks from neighbouring schools for specific subjects due to total lack of such textbooks (Davidson, 2004:117).*

In addition to the textbooks problem, unpredictability and the timing of funding the schools as envisaged under PEDP was another crucial challenge. Not only do funds not come on time at schools, but they are also ever insufficient! Speaking on this matter, the head of school from Dar es Salaam region highlighted:

*The challenge of the PEDP is this; we are not receiving money at the right time. In this case, we are not going to have teaching and learning materials at the right time. Therefore I take the responsibility of buying teaching and learning materials through a loan from the bookstores. This situation affects teaching/learning environment (interview head of school July, 2006).*

In line with this, teachers comment that since the inception of the PEDP there has been an increase in teaching materials, but this increase is far from adequate, and is also limited to some subjects; like science subjects still do not have teaching materials. Concern was also raised about the quality of the teaching materials. It was claimed that some of these materials are of low quality and often irrelevant in the context of Tanzania. For example: in one of the school visited it was commented that, the new atlases that were provided to the primary schools were of very poor quality and completely inappropriate in Tanzania.

For instance, key features like sources of rivers and lakes were not shown in the atlases. This has been hindering proper teaching as it is the only material which is easily available for teaching geography. Worse still, was the fact that the old atlases which were suitable were not available. Against this background teachers warned if the teachers do not possess background knowledge of the specific topic, pupils would be denied access to the intended knowledge.

#### **5.2.2.2 Professional Development Programmes**

Professional development is defined as a ‘process in which individual teachers acquire knowledge, skills and values for constant improvement of their services’ (Mosha 2004, cited in Kwakman, 1998:53). Teachers like other workers need in-service training for their professional development to improve their teaching. Up grading courses assists them of new developments which are taking place around the world in relation to their work perhaps helping them to attain higher qualifications. Moreover; professional development is also known to be the highest motivation factor to individuals. With regard to upgrading teachers training, both ETP (URT, 1995) ESDP (URT, 2001b) and PEDP (URT; 2001a) recognize the importance of improving teacher’s profession. In the ETP (URT, 1995:50) it stipulates:

Teacher professional development constitutes an important element for quality and efficiency in education. Teachers need to be exposed regularly to new methodologies and approaches of teaching in consonant with an ever changing environment. The teaching effectiveness of every serving teacher will thus need to be developed through planned and known schedules of in-service training programmes. Therefore in-service training shall be compulsory in order to ensure teacher quality and professionalism.

Thus, PEDP realizes that the teacher in the classroom is the main instrument for bringing about quality improvement in learning. The quality is maximized where there is an enabling and supportive environment. In this state, the learners can participate actively in the learning/teaching process and can have opportunities for personal and institutional development. One of the objectives of this aspect in PEDP is to enable teachers to acquire

and develop appropriate pedagogical skills that are academically sound, child friendly, and gender-sensitive.

However, besides the above commitments, one of the findings in this study revealed that some of the teachers use lecture the method, where a teacher dominates the class by writing on the blackboard and explain; and later, pupils are asked to copy into their exercise books. This would suggest that perhaps due to the lack of up-grading courses this is why they fail to apply appropriate methods on teaching in the new curriculum and reforms.

Despite the fact that in-service training has been organized for teachers, the PEDP review of 2003 found that there was no coherent and integrated programme of in-service training for teachers. Various in-service teacher training events like meetings, seminars and workshops had been staged by district authorities in collaboration with Teachers' Colleges or through Teachers' Resource Centres, but these were infrequent and had benefited few teachers 5 percent or less in of the district visited (URT,2003:47).

Regarding professional development, the following teachers had this to say about the need for the up-grading courses:

*I have been teaching for more than 20 years but I have never attended any upgrading course. This is a challenge to me because I cannot register myself for the privately offered courses due to my poor financial position (Interview, teacher July 2006).*

*I think the government should consider providing in-service training to teachers. It is very important for me to receive this training because it is difficult to cope with new things which are happening in my profession. For example: curriculum changes and introduction of new subjects (Interview, teacher August 2006).*

The above responses are also supported by Mosha (2004) who claims that, due to limited opportunities for regular in-service training and development programmes, teachers are unable to keep abreast with the developments in knowledge and innovations and more effective strategies for improving teaching and enhancing pupils' learning.



The challenge of professional development was also observed by the PEDP Review Report of 2004 (URT, 2004b: 34) especially for some of the old teachers. The report states:

Overall quality of teaching was poor. Most classrooms teaching observed was teacher centred. Children sit in regimented rows and little interaction with each other occurs. In nearly all the classes observed, few questions originated from the pupils who were simply recipient of what the teacher was transmitting.

The present study is also in concurrence with the findings of Athman of (2004) in Dodoma and Kondoa district who observed that, knowledge and understanding of the curriculum by the teachers was generally poor and was delivered via the lecture method rather than through participatory methods. The report argues that, the practice was attributed to teachers' poor knowledge and training.

The significance of using participatory methods in teaching is evident when both teachers and learners share experience and new knowledge. These methods have, for so long, proved to be productive to pupils who in their learning process they become inquisitive. The idea of being inquisitive and challenging is also supported by Freire on his proposal of banking system of education. That in the teaching and learning processes, teacher should not dominate the class by pouring information to the students' heads. On the other hand, students should not just wait to receive every thing from the teacher rather they should challenge. This means that there should be a dialogue between teacher and students and in practicing this students become creative rather than passive. Freire (1997:53) advocates:

Knowledge emerges only through invention and re-invention, through the restless, impatient, continuing, hopeful inquiry human beings pursue in the world, with the world, and with each other (ibid).

Thus according to Freire, teachers should not feel that they know every thing and students are ignorant. Teachers should be ready to listen to students because students also are capable of thinking and can present their opinions concerning the subject matter. Hence the system should allow sharing of experience from each other because this will bring meaningful knowledge as every one is benefiting.

### **5.2.2.3 Curriculum Relevance**

Another critical issue concerning quality improvement is the relevance of primary education to the society. Responses from informants show that the government is reluctant to get involved in stipulating guidelines for the primary education curriculum. Informants claim that there is insufficient preparation of vocational skills subject teachers in the schools and this makes the subject less desirable.

Vocational skill is not a new subject. In 1967, Nyerere when introducing ESR, advocated the subject to be included in the curriculum so as to help primary school leavers to be independent in the society. According to Nyerere, education should not be merely theoretical but also practical, which means that there should be integration between classroom work and extracurricular activities from the local community. Nyerere was very concerned about the mentality which was inherited from the colonial times that after the school cycle one will get white color jobs or continue with further education. He warned that:

Children finish school when they are too young to become responsible young workers and citizens. On top of that is the fact that both society and the type of education they have received led them to expect wage employment- probably in an office. In other words, their education was not sufficiently related to the tasks which have to be done in our society. This problem therefore calls for a major change in the content of our primary... the implication of this is that the education given in our primary schools must be a complete education in itself...they must be preparation for the life which the majority of the children will lead (Nyerere, 1968: 60&61).

Consequently, there was a curriculum reform in primary school in Tanzania, specifically targeted to the majority of children who will not be selected to join secondary education. Particular emphasis was placed on the vocational skills by the introduction of subjects such as home economics, farming, painting, masonry, weaving, pottery making, carpentry and other technical skills.

The above skills need teachers who are conversant with the subjects such as in other subjects so as to make the subjects interesting and meaningful to the learner, the teacher

and also the school. Through the research participants, there were some weaknesses were observed in the study. A teacher from Dar es Salaam region noted:

*As far as the vocational skills subject is concerned, the teachers are not well prepared. So, this reduces initiatives which could be used to teach other subjects (interview, teacher July 2006).*

In addition to the above weakness, two teachers from the Coast region added:

*I have been asked to teach vocational skills subject but I have never attended any course pertaining to this subject. How can I teach the subject in which I am not competent? (Interview teacher August, 2006).*

*Vocational skills subject requires both theory and practice. Due to the lack of facilities, I have to rely on theoretical part which, as a result, causes my students to loose interest in the subject (Interview teacher August, 2006).*

From the above responses it can be said that the subject is looked down by the government as it does not prepare teachers to face reality in the schools. This makes them fail to deliver the intended knowledge to the pupils. Hence it makes the pupils loose interest in the subject such that the quality of education is likely to be affected. The following responses from the pupils concerning the subject illustrate the point:

*I do not like the subject because I learn a lot of things which I will not use after completion of my studies (Interview pupil July, 2006).*

*I do not like the subject because it is not examined; rather, I like subjects, for which I sit national examinations (interview pupil August, 2006).*

*I like all the subjects except the vocational skills subject. This is because, to me, it is wastage of time to study farming, weaving, needlework, curving and carpentry. Above all the subject is neither tested nor examined (Interview pupil July 2006).*

The above responses show how both the society and the learners are opposed to the philosophy of self-reliance which put more emphasis on life-skills education. Pupils see the subjects as being of no importance as they aspire to go to secondary education and later on get employment. Unfortunately this is not true. Actually, the opposite is the case; that many pupils complete standard seven will not have the chances to join secondary

school. Thus majority of pupils' lives probably would end in despair as they do not have any skills to encounter the real life. Nyerere (1967) argues:

We should not determine the type of things children taught in primary schools by the things a doctor, engineer, teacher economist or administrator need to know. Most of our pupils will never be any of these things. We should determine ...the skills he ought to acquire and the values he ought to cherish ...to live happily and well in a socialist and predominantly rural society (ibid: 63).

Arguing along the same school of thought, Mosha and Dachi (2004) point out that vocational skills and domestic science subjects, have potential for poverty alleviation. However they discovered that vocational skills subject are not adequate in the sense that it is badly taught by unqualified teachers. They also observed that the content is not carefully chosen to suit the needs of different environment.

In addition to that, all pupils think that the important knowledge is found in the formal education only. The reason being they have been brought up in a society which believes that education is found in books which are geared towards examinations. This is quite different from the ideology of Education for Self-Reliance which encourages both formal education and a thorough knowledge of local conditions. The theory emphasized that there should be a combination of educational qualifications, attitudes, character, knowledge and experience for a person to qualify and do any job.

Despite the fact that the ETP document (URT, 1995) promotes the merger of theory and practice and general application of knowledge at all levels of education and training, it is not clear in the PEDP document how practical skills can be promoted in the present curriculum reforms in primary schools. In this regard, a large percentage of children who cannot go beyond this level are likely to be at a great disadvantage in that they leave school without the necessary intellectual and practical skills to find or create work.

### **5.2.3 Insufficient Training Regarding Financial Management**

The government has realized the importance of having qualified staff for the better performance of The PEDP program. This is why the government initiated training for the head of schools, school committees, ward education coordinators, district and regional

staff. One of the objectives of the training is to ensure proper management and accountability of funds at all levels of education.

Though the government has the good intention to involve every stakeholder in the management of school funds, the researcher was informed by the head of the school that, the training is not satisfactory. They claim that teachers and other members of the school committee do not have accountancy and store-keeping skills, and the period of training is extremely short.

The head of school from the Coast region highlighted the problem:

*The training we are provided for accounting and storekeeping is too short for the teachers and the finance committee to cope. When it comes into practice we experience difficulties because it is a new profession (Interview head of the school August 2006).*

This sentiment was also reiterated by an ex-head teacher from Dar es Salaam region:

*Head of schools, who are the supervisors of PEDP funds at the school level, lack accounting skills. This is likely to cause difficulties in the implementation of the PEDP (Interview teacher July, 2006).*

The above observations would possibly contribute to the improper handling of funds being accounted for. A similar remark was made by Athman (2004) who argued that poor teacher qualification on financial matters; delay some schools to receive their budget share in time as they fail to tender retirements on previous disbursements. Referring on the issue of financial qualification, Mushi (2006:38) discloses:

Many village authorities are not conversant with the methods of financial accounts, and hence they find it difficult to understand the financial records prepared by schools. As a result, effective assessment of financial expenditure is difficult to carry out at the village level.

Likewise, the PEDP review report of 2003 (URT, 2003) observed that, training of financial management given to the head of schools has been of the orientation type rather

than sustained. In addition to this, school committee members claimed that the accounting management training was too brief considering topics to be covered.

Apart from that, the head teacher claimed that, they spend a lot of time in their new roles, that is as accountants or store keepers and less time is devoted to their teaching professional. A head of the school disclosed that:

*Teachers use a lot of time on accounting rather than on teaching (Interview head of school, August 2006).*

The same experience has been observed by UNESCO Assessment Report (UNESCO, 2005b) on challenges of implementing free primary education in Kenya. The report confirmed that, heads of schools do not have time to teach; rather most of the time is spent on writing books of accounts and traveling to seminars on financial matters.

The fact that teachers and other financial committee of the school lack financial skills is likely to affect the fulfillment of the objective of providing quality education as the flow of funds at the school level is constrained.

#### **5.2.4 Lack of Teachers' Involvement in Decision Making**

It is believed that for any education plan or reform to meet the desired goals, the involvement of teachers would be of great importance. (UNESCO, 2005a) holds that among the issues having a direct impact on whether reforms designed to improve quality will make a difference, the following three deserve particular attention: forming partnership with teachers and other stakeholders, strengthening accountability and combating corruption.

All teachers who participated in the study (research participants) claimed that their involvement in decision making on the PEDP was minimal. They expressed that their involvement in the PEDP process would bring more positive results in its implementation. They also argued that due to their being excluded from the preliminary

stage of the PEDP was perhaps they why were experiencing difficulties on the implementation stage. A teacher from Dar es Salaam region remarked:

*The plan was supposed to involve teachers on what should be done. This is because teachers are the ones who are more familiar with the whole process of primary education implementation (interview, teacher July 2006).*

The same was also reiterated by another teacher from the Coast region:

*Many changes have taken place in the primary education since the initiation of the PEDP. Such changes include both the introduction of new subjects and the curriculum changes. However, we were not involved in the course of such changes; instead, we were just asked to concentrate on teaching (interview teacher August, 2006).*

ETP (1995), ESDP (2001) and the current PEDP reforms are eager to modernize the provision primary education in the country. These programs declare to involve all stakeholders in the community to participate in decision making; teachers are included. However, the present study asked teachers view on their participation in PEDP process. The majority of teachers claimed that their participation in the PEDP process was limited to encourage parents to enroll their children. A teacher from Coast region explained:

*I was asked by the head of the school to go from house to house mobilizing parents to enroll their children to school (Interview teacher, August 2006).*

The present study noted that teachers were not involved in the PEDP because most of them were not familiar with the PEDP; they just heard it.

*I was not informed about PEDP. I heard it from the radio and accessed the news from the papers (Interview teacher July, 2006).*

The above statements imply that teachers have been excluded on the formulation of education reform to the extent of not being informed on what was taking place in their field. Due to the lack of involvement of teachers in PEDP process, one would suggest that it is unlikely that the desired goals of improving primary education to be met. As Torres (2001:53) concludes, 'participation is built in as a prerequisite and as a channel open to all, and for that to take place information and evaluation will have to be transparent, flowing in both directions between the local and the global'.

## **CHAPTER SIX: SUMMARY, CONCLUSION AND RECOMMENDATIONS**

### ***6.1 Summary and Conclusion***

The present study has attempted to examine the Tanzanian experience in its effort to implement the Dakar Agreement on Education for All (EFA). The focus of the study has been on the primary education. The two specific research questions explored by the study were: what are the educational reforms which have been undertaken in Tanzania following the Dakar Declaration on EFA? What have been the main success and challenges facing the implementation of EFA in Tanzania?

Following the international agreement on EFA, variety of national ‘policies’ on education have been formulated by the government of Tanzania to guide the type of education to be provided. These were the Development Vision 2025 and the National Strategy for Growth and Reduction of Poverty. The Development Vision 2025 sees education as mindset transformation and for the creation of a well educated national that can face the development challenges facing the nation. In the same contention, the NSGRP recognizes education as one of the strategies of combating poverty due to personal benefits and externalities that are associated with education. Like wise, the Education and Training Policy was developed to guide the education in the era of liberalism. Thus, the thrust of the policy being: privatization, liberalization, partnership, decentralization and broadening access and equity to education.

Furthermore, in order to address the existing problems in education sector the government of Tanzania developed Education Sector Development Program. ESDP covers all sub-sectors in education: pre-primary, primary, adult, secondary, teacher education, vocational and higher education. At the primary school level, the reform aims at improving quality of education, increases access and equity to all children. In order to implement the above aspects at the primary education level, Primary Education



Development Plan initiated in 2001. PEDP was the first products under the ESDP in implementing Dakar Agreement.

PEDP had four strategic investment priority areas namely: enrolment expansion, quality improvement, capacity building and optimising human, materials and financial resource utilisation. PEDP used different strategies to bring more children to school. One of the strategies was to abolish all primary school fees and mandatory contributions.

In brief, since the commencement of PEDP the present study has observed the following success: pupils' enrolment in primary education has drastically grown; teachers have been recruited and employed to cope with the increasing number of pupils; and new classrooms were built and old schools were rehabilitated to accommodate the huge number of pupils. Furthermore, the government has made effort to encourage and empower local communities to participate in ensuring the delivery of primary education. As such, local communities participate in the construction of classrooms, teachers' house and purchasing of teaching and learning materials.

Despite the above mentioned success, the present study has identified some challenges facing the implementation of EFA in Tanzania. It has been depicted that due to the high enrolment the available resources do not match with the number of pupil registered. As such, schools experience shortage of teachers especially in rural areas, classrooms, desks, as well as inadequate supply of teaching and learning materials.

It was also that noted the efforts made by the government to provide up-grading courses to in-services teachers were satisfactory such that teachers rely on old methods of teaching. Additionally, due lack of teachers' houses in rural areas, newly employed teachers leave the schools. This situation hinders the smooth delivery of education.

Moreover, owing to liberalization ideology, the contemporary reforms in education have led to the loss of direction on the relevant curriculum for primary education. It has been depicted that the curriculum is too much theoretical and examination oriented. As such,

vocational skill subjects which were thought to be relevant for the majority of primary education pupils are given little attention from both the government and the donors.

Also, it has been revealed that teachers lack sufficient training on financial management. Poor qualifications about financial matters may results in mismanagement of school funds. To reduce the risk financial management course should be introduced in all teachers colleges so that teachers can be inculcated with knowledge and skills in financial management.

Furthermore, the present study found that, teachers and are not involved at initial stage of reform preparations; that is designing and planning. Normally teachers are just implementing what they have been asked to do. They are not involved in decision making concerning the issues pertaining to education improvement. In its concluding chapter the Netherlands Ministry of Foreign Affairs (2003) states:

The isolation of teachers form the program design and development process has effect of weakening the political legitimacy of many reform programs in basic education and further tends to result in programs that lack relevance and practical application in such areas as teacher training, material development and curriculum reform (ibid:27).

All in all, it can be said that the target of achieving both access and quality primary education have not been realized. Thus the intention of having individual and societal development as stipulated in various reform documents and policies might be difficult to be attained.

## **6.2 Recommendations**

From the findings it is recommended that the expansion of primary education should go hand in hand with the increase of resources so as to maintain proper delivery of primary education. This can be achieved by understanding what is real happening in the schools and classrooms as all inputs such as teachers, teaching and learning materials and other infrastructure come together and interact.

Next, for education reforms to be relevant in Tanzanian context the government should involve all stakeholders of education, particularly teachers from beginning of a reform in question.

### ***6.3. Suggestion for Further Study***

Since this study was restricted to the sample of two primary schools only, there is a need to conduct a research study which will involve many schools in order to get more research findings.

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## **Appendixes**

### **Appendix 1: Interview guide 1**

The following is the interview guide with Ministry official from the Department of Planning (Ministry of Education Vocational and Training), lecturers from the Faculty of Education at the University of Dar es Salaam and official from Tanzania Institute of Education.

#### **A: Policy formation**

1. Primary Education Development Plan (PEDP) is a recently introduced program at the primary level aimed at improving enrollment and access to education. Have you ever heard of this program?
2. In what ways do you think the program is different from the previous programs aimed at the same purpose?
3. Given the main purpose of PEDP, to what extent do you think it is an important program in Tanzania primary schools?
4. What do you think are the possible challenges likely to be faced when implementing this program? With regard to the challenges as you explained, what do you think are the best ways of dealing with them?

#### **B: Implementation**

1. How much do you think donors influence the content of the primary education program?
2. What do you mean by good quality of education? Do you think the primary education program in Tanzania now is of good quality according to your definition of quality? Please explain your answer.
3. One of PEDP's set goals is to increase pupil enrolment and improve education quality at the same time. In your view how possible do you think it is for PEDP to achieve both of these simultaneously?

## **Appendix 2: Interview guide 2**

Interview guide for head of schools and teachers in the primary schools visited

### **(a)Head of Schools**

1. How would you describe the primary education development plan (PEDP) in primary education?
2. Were you, as a head teacher, involved in working out the program? If so in what ways?
3. Were you informed about the incoming of this program in your school?
4. What do you think is the main challenge in implementing this on-going program?

### **(b)Teachers**

1. How would you describe the primary education development plan (PEDP) in primary education?
2. Were you, as a teacher, involved in working out the program? If so in what ways?
3. Were you informed about the incoming of this program in this school?
4. What do you think is the main challenge in implementing this on-going program?

### **(c)Pupils**

1. Are there any school subjects you like particularly well? Which ones? Why so?
2. Are there any school subjects you dislike? Which ones? Why so?

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Ref. ED/A3/10/R.P/Vol XI/58

Date: June 19, 2006

The Regional Administrative Secretary,  
Dar es Salaam

**Re: Research Clearance for Rose Mrutu, ID 27106926897**

The above-mentioned **Rose Mrutu** is a bona fide student of the University of Oslo in Norway partaking of the Master Programme in Comparative and International Education at the Institute for Educational Research. The topic for her study is, "What are the challenges of implementing education for all in Tanzania primary schools."

To be able to complete her studies, she has also to visit schools in Dar es Salaam and the Coast regions.

The time for the study is between from June 25 to August 25, 2006.

In line with the above information you are being requested to provide *her* with needed assistance that will enable him to complete his work successfully.

By copy of this letter, **Rose Mrutu** is required to submit a copy of the report (or part of) to *the Permanent Secretary, Ministry of Education and Culture* for documentation and reference.



  
Dr. Swai, Fulgence  
for Permanent Secretary



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In reply please quote:

Ref. ED/A3/10/R.P/Vol XI/58

Date: June 19, 2006

The Regional Administrative Secretary,  
The Coast Region

**Re: Research Clearance for Rose Mrutu, ID 27106926897**

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By copy of this letter, Rose Mrutu is required to submit a copy of the report (or part of) to the Permanent Secretary, Ministry of Education and Culture for documentation and reference.

  
Dr. Swai, Fulgence  
for Permanent Secretary